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Implementation of the United Nations System-wide Action Plan on Drug Abuse Control

Report of the Secretary-General

SUMMARY

In its resolution 48/112 of 20 December 1993 the General Assembly requested that the System-Wide Action Plan on Drug Abuse Control be reviewed and updated on a biennial basis. At its first 1995 session, the Administrative Committee on Coordination requested its Subcommittee on Drug Control to prepare a more operational plan of action based on multi-agency sectoral and/or subsectoral plans of action. This new approach calls for inter-agency collaboration at the planning stage and is an incremental process. The present document contains a condensed version of the first six of these plans of action. Further plans are being elaborated for later inclusion in the System-Wide Action Plan.

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I. THE PURPOSE

1. The development of a system-wide action plan on drug abuse control was first mandated by the General Assembly in its resolution 44/141 of 15 December 1989 aimed at "the full implementation of all existing mandates and subsequent decisions of intergovernmental bodies throughout the United Nations system". The various exercises to develop and update such a plan proved inadequate, however, and served little useful purpose. In recognition of this, the Administrative Committee on Coordination, at its first 1995 session, requested its Subcommittee on Drug Control to review, strengthen and render operational the United Nations System-Wide Action Plan on Drug Abuse Control through the elaboration of specific multi-agency sectoral and/or subsectoral plans of action for drug abuse control at global, regional and subregional levels (ACC/1995/4).

2. The new approach to the System-Wide Action Plan has provided the opportunity to turn it into a working document that in time, when it is more complete, will be usable as a real planning tool. Ideally it will encompass all the mandates and policies of the United Nations system related to drug abuse control and reflect these through commonly agreed-upon, forward-looking strategies under the various major components. Specific activities will ultimately be formulated by individual agencies or groups of agencies to achieve the specified objectives and fill the gaps that become apparent in the process, at the same time avoiding duplication and identifying opportunities for synergy.

3. It is envisaged that connections will also be drawn between the System-Wide Action Plan and other planning tools used by both Governments and international organizations, in order to synchronize activities and focus on varying priorities around the globe. The further development of the System-Wide Action Plan should therefore take into account not only policies and plans of the individual agencies involved but also the existing and emerging country strategy notes, national, regional and subregional programme frameworks and the individual masterplans of the cooperating Governments. The assistance provided to national authorities would thereby acquire a spearheaded focus on requirements rather than ad hoc interventions by the various parts of the system.

II. THE PROCESS

4. Acting on the recommendation of the Administrative Committee on Coordination, its Subcommittee on Drug Control, at its third annual session in July/August 1995, began the process by identifying initial themes to be developed into plans of action for incorporation into the System-Wide Action Plan. Rather than representing highest priority areas, the choice of these particular themes was based on ongoing collaborative activities; subject-matter that was obviously attractive to several agencies; and themes that appeared to be relatively easy to formulate quickly with minimal resource requirements. As a result of these criteria and given the nature of the various participating agencies in the health, education and social fields, the initial plans of action are all on demand reduction. Themes on supply reduction and other sectors and subsectors will follow in due course as the System-Wide Action Plan develops.

The constant updating of the System-Wide Action Plan in the future will ensure that it becomes a living document rather than merely a status report.

5. For each theme, a multi-agency task force, complete with task force manager, was established. In each case the task force manager prepared an initial draft and circulated it to the other members of the task force. These drafts were then amended and recirculated within the task forces until agreement had been reached by all members. The final drafts were then submitted to the United Nations International Drug Control Programme, as secretariat of the Subcommittee, for clearance by the Subcommittee. It is worthy of note that this process did not entail the convening of a single meeting between the task force members as all communications were by electronic means. Furthermore, as each agency was preparing that area within a specific plan of action dealing with its own perspective of the problem and related activities, additional resources were not required.

6. The plans of action reflect the different perspectives and priorities of the agencies. These blend to a whole that goes beyond the mandates of the United Nations International Drug Control Programme and the Commission on Narcotic Drugs - e.g., by including in some cases alcohol and tobacco. This is necessitated by the very nature of the mandates of the various agencies and will eventually contribute to the provision of a complete picture of drug abuse control, enriched by reference to related phenomena.

III. THE RESULT

7. The result of this first step in the process of renewing the System-Wide Action Plan is provided in section V below. The picture provided is far from complete as it consists merely of the initial six plans of action. Through the elaboration of subsectoral plans of action that will eventually form a comprehensive plan covering all aspects of drug abuse control, the System-Wide Action Plan itself has become a process rather than a static document. The activities in the plans of action will constantly be updated as new ones are formulated and old ones become obsolete, and it may even be found that the objectives will change over time as: (a) the drug abuse situation changes; and (b) there are changes in policy direction in one or more of the participating agencies.

8. In general, the plans follow a common pattern agreed upon by the Subcommittee, consisting of a statement of the problem being addressed and a list and description of the desired objectives to be achieved. This is followed by a detailed breakdown of activities being undertaken or planned in specific areas, indicating the responsible agencies and status of funding in each case. Recently completed activities have in some cases been included in order to present a more complete picture and show the ongoing and planned activities in context. With regard to the planned activities, estimates of costing have been provided where possible. However, this denotes no commitment on the part of any agency either to provide the required funding or, indeed, to carry out these activities. Emerging ideas that have not yet been approved by all concerned parties are identified as such.

9. At this initial stage, the System-Wide Action Plan reflects a survey of existing activities and plans and establishes a basis in reality. The exercise has provided the participating agencies, as well as others, with the opportunity to become acquainted with each others' activities. Building on the present status, the system is now in a much better position to initiate cohesive and targeted planning, both individually and jointly, with the commonly agreed objectives in mind.

10. In order to adhere to United Nations regulations on the length of documentation, the System-Wide Action Plan is being submitted without the details of activities. The plans of action reproduced below therefore comprise only the problem statement and objectives, with an indication of the agencies involved. The complete plans of action, with detailed listings of activities by agency and status of funding reports, will be made available by United Nations International Drug Control Programme upon request.

11. Each full plan of action also contains a standard paragraph on monitoring and evaluation, to the effect that: responsibility for monitoring and evaluating individual initiatives under the plan of action lies within the agency responsible for the initiative and will be carried out in line with that agency's own procedures. The Subcommittee on Drug Control has responsibility for monitoring the progress in carrying out the plan of action as a whole and proposing any evaluations that may be needed. As secretariat for the Subcommittee, the United Nations International Drug Control Programme will collect the necessary information from agencies involved in the plan of action to permit the Subcommittee to monitor progress and make adjustments in the plan of action as required. Since the Subcommittee itself has no funds at its disposal, it is not in a position to undertake evaluations of individual plans of action. It may nevertheless recommend to United Nations International Drug Control Programme or other participating agencies that such an evaluation be undertaken and may suggest the possible focus for such an evaluation.

12. The complete version of the System-Wide Action Plan, including details of activities and availability of funding, was made available to the Commission on Narcotic Drugs at its thirty-ninth session as a conference room paper. The Commission found that encouraging progress had been made and noted with satisfaction the approach adopted by the Subcommittee in elaborating the revitalized System-Wide Action Plan. The Commission also recommended that the Economic and Social Council endorse the approach adopted, and call upon relevant agencies within the system to participate actively in the preparation of the System-Wide Action Plan and to integrate it fully into their planning and programming process.

IV. THE FUTURE

13. The following plans of action constitute the embryo of the new System-Wide Action Plan. It is expected that agencies will use the System-Wide Action Plan as a planning tool, helpful in assessing the level of activities in a given area and identifying priorities to be jointly addressed. With regard to additional plans of action, those already identified by the Subcommittee are to be prepared

by their task forces in the course of 1996. Upon clearance, these will then be incorporated into the System-Wide Action Plan.

14. At its fourth annual session, scheduled for 4-6 September 1996, the Subcommittee will review the whole process of plan of action preparation and the System-Wide Action Plan. It will also identify the next set of themes to be prepared. Subsequently the System-Wide Action Plan will be an ongoing process with activities within the plans of action added and deleted as appropriate and new plans of action added until the whole spectrum of drug abuse control is adequately covered. The Subcommittee will also address the challenge posed by the need to ensure full recognition, acceptance and use of the System-Wide Action Plan as a vital planning tool by all relevant agencies.

15. It is anticipated that in due course the need will arise to evaluate the entire System-Wide Action Plan process, particularly its design and monitoring and the level of success in achieving the objectives. The Subcommittee will therefore also be called upon to examine modalities for implementing such an evaluation.

16. The plans of action are expected to prove useful in fund-raising activities, as potential donors will have an oversight of activities and will easily be able to identify areas requiring funding and which they would wish to support.

V. THE PLAN

17. The following is the initial group of plans of action constituting the new United Nations System-Wide Action Plan on Drug Abuse Control. It consists of six subsectoral plans of action addressing various aspects of demand reduction. As subsequent plans of action touching this and other sectors are prepared, they will be grouped within a framework reflecting the areas of substantive concentration in international drug control.

A. Drug abuse prevention in the school environment (plan of action 1)

18. The United Nations Educational, Scientific and Cultural Organization (UNESCO) served as task force manager for the preparation of this plan of action in collaboration with the United Nations International Drug Control Programme and the World Health Organization (WHO).

1. Statement of the issue/problem to be addressed

19. It is generally acknowledged that drug abuse can no longer be explained as an individual problem, it has become a societal phenomenon that tends to destabilize the economic, political and cultural fibre of communities. Over and above personal responsibility, it is the responsibility of society as a whole to participate in promoting a life where drug abuse has no place. This should aim at preventing exclusion, including exclusion from educational opportunities and

thus from participation in decision-making, which is an essential factor for building democracy, and also at preventing violence from festering and, eventually, exploding throughout a society.

20. The abuse of drugs among young people is increasing in countries of the North as well as of the South. There is a diffusion of substance abuse and substance abuse behaviours among countries and regions which may be attributed to many factors, including the impact of external intervention programmes, global supply factors, mobility of populations and/or social modelling.

21. Children and young people are particularly vulnerable to drug abuse; the transition between childhood and maturity often leads to experimenting with certain ideas and practices, including drug-taking. But youth is also a period during which knowledge, beliefs, attitudes, values and skills are acquired, and it is necessary to behave in ways conducive to good health and well-being and to avoid situations likely to lead to taking up the use of drugs.

22. Education is vital to healthy and sustainable human development. Education is the domain in which social cohesion and feelings of belonging to a community can be restored and "learning to be" can be the blueprint for the future. Following international efforts in promoting access to and quality and relevance of education, more than 80 per cent of school-age children worldwide now enrol at primary school level and 70 per cent complete at least four years of education. Educational innovation and change are under way, showing that all countries can take up the challenges of devising educational programmes to fit their means, needs and aspirations.

23. The development of effective education programmes that will help achieve individual practice of excessive risk reduction behaviour is a primary avenue for the prevention of drug abuse and other health-related problems among school-age youth. Research and pilot experiences show that school-based health and preventive education interventions can serve as an effective strategy to help young people to acquire health-related knowledge, values, skills, and practices, to pursue a healthy lifestyle and to work as agents of change for the health of their communities. To be efficient, preventive education should be formative and not simply informative, using methods and techniques that are learner-oriented, task-oriented and situation-oriented, and strive towards providing opportunities to learn decision-making and communication skills, both for young people, parents and the community at large. Tobacco and alcohol, drugs which are legal in most countries, have often been shown to be precursors to the use of illicit substances, and demand reduction strategies should therefore also include education that focuses on delaying and preventing the onset of tobacco and alcohol consumption.

24. Education for the prevention of drug abuse is a long-term process that should run in parallel to drug supply reduction programmes and crop control programmes. It has to be assimilated within and become an integral part of education systems and life-long education. Efficient actions, unfortunately often limited in time and space, must be institutionalized at national and local levels, and the major challenge to achieving this goal is the development of curricula to facilitate the learning of appropriate skills for health promotion and primary prevention.

2. Objectives

25. Schools have a unique position for promoting the positive values inherent in accepting healthy lifestyles and quality of life for all people. The challenge is enormous but reachable if the objectives enumerated below are met.

Objective 1. Development and implementation of policy

26. Establishing a drug-related school policy as part of an overall school health promotion policy is fundamental to the successful involvement of schools in the prevention of drug abuse among young people. Governments will therefore be encouraged to establish or improve policies for integration of school-based preventive and health education within an age-appropriate and skills-based context, to describe a unified direction and approach, providing a strategy for implementation notably as concerns programming and development of curricula, defining ways of addressing the issue, and providing appropriate training for school personnel. This policy should in every aspect take into consideration the Convention on the Rights of the Child.

Objective 2. Comprehension of the nature of preventive education

27. To be effective, preventive and health education and health promotion must go further than imparting knowledge only. It must be directed towards skills development to forestall non-healthy lifestyles, and should in this respect reach children before the occurrence of excessive risk-taking behaviours. Educational institutions and teaching personnel will be sensitized to orient teaching styles towards problem-solving, communication and interaction, and to adapt them to the age of the students and to the socio-cultural context.

Objective 3. Integration of preventive education into established curriculum

28. Institutionalization and integration of preventive and health education into the curriculum greatly enhances its chances for survival and helps to avoid its becoming an additional burden on an already overloaded curriculum and heavy workload of teachers. Educational institutions will be assisted in designing and implementing preventive education and health promotion programmes to be integrated into a comprehensive health education context covering both physical and psycho-social health, addressing cognitive factors, attitudes and skills, emphasizing the individual and group behaviours that put a person at risk, both as concerns drug abuse and other health-related problems.

Objective 4. Recognition of the decisive role of teachers

29. The training of teachers is a crucial component of preventive education and health promotion. Teachers are in a unique position to interact with young people, but need adequate pre- and in-service training. Educational and teacher-training institutions will therefore be sensitized to provide appropriate training to teachers, and to involve them in every stage of the planning, implementation and evaluation of preventive education programmes. Students, and parents, should also be encouraged to participate in the process.

Objective 5. Promotion of community outreach activities

30. Schools are well placed not only to reach their personnel and students through formal education, but also the wider community via outreach activities. Educational institutions will be encouraged to enhance extra-curricular actions, to provide communication skills for students to act as health promotion agents for prevention of drug abuse, notably among out-of-school children and adolescents through coordination and cooperation between formal and non-formal education. Collaboration with the media will also be encouraged to ensure coherent messages in the community at large.

B. Drug abuse prevention among children and youth in especially difficult circumstances (plan of action 2)

31. The World Health Organization (WHO) served as Task Force Manager for the preparation of this plan of action in collaboration with the United Nations International Drug Control Programme, the United Nations Children's Fund (UNICEF), UNESCO, the United Nations Interregional Crime and Justice Research Institute (UNICRI), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the International Labour Organization (ILO).

1. Statement of the issue/problem to be addressed

32. Adolescence is a time of experimentation, exploration, curiosity and identity search. Part of such a quest involves some risk taking, including the use of psychoactive substances (including all substances such as alcohol, tobacco, pharmaceuticals, indigenous psychoactive plants, inhalants and illicit drugs). Most young people who initiate substance use do not develop significant problems; with experimentation, a variable pattern of use and cessation is quite common. However, it is generally believed that young people from problematic backgrounds are more vulnerable and more likely to continue or escalate their substance use.

33. There is a strong correlation between other behaviours, such as precocious sexual activity, crime and educational failure, and the earlier than average onset as well as continuation of substance use. These are also associated with such environmental variables as: family disintegration, poverty, lack of accessible and useful recreational activities, lack of suitable alternative accommodation if the child cannot stay at home, relocation, oppression and discrimination. Substance use is also more likely to occur among young people from families that have inconsistent and low quality support of their children; provide a model of substance use; approve of substance use (explicitly or implicitly); lack closeness and involvement in the children's activities; have low educational aspirations; exert weak control and discipline; and emotionally, physically or sexually abuse their children.

34. The term "children and youth in especially difficult circumstances" covers a broad range of populations at risk of developing health and other problems. Within this group may be considered street children, working children, refugee and displaced children, indigenous and minority youth, children and youths with

mental and physical disabilities, youths in institutional care (such as orphanages and detention centres), young offenders, victims of war and civil unrest, child soldiers, children and youths from poor communities, individuals with learning difficulties and school "drop-outs", survivors of natural disasters, children of dysfunctional and abusive families (including those where substance use has been a problem), and those who have been sexually exploited.

35. The common denominator for all these groups is that the children and youths involved are exposed to higher levels of stress, both acute and chronic, than their peers of the same age living in the same wider community. Furthermore, it is more likely that these young people have few, if any, positive attachments, and few positive role models. They are also likely to be marginalized within their communities and have fewer opportunities to learn healthy life skills and access resources, including those for the prevention and treatment of substance use problems.

36. In a stressful environment, psychoactive substances are used by these young people in many circumstances to perform a function. However, while such substances can be used to keep awake for work, maintain alertness to possible violence, to sleep, to relieve hunger, or to anaesthetize physical or emotional pain, their use increases health risks and other problems, including high levels of exploitation and violence. The substances used by children and youth in especially difficult circumstances are usually those which are most readily available and cheap, for example, glue in market places, solvents in industrial areas, coca products in the Andean region, opiates in opium producing areas and, almost universally, various forms of inhalants, alcohol, tobacco, cannabis and pharmaceutical products.

37. The consequences of substance use are diverse, including acute and chronic health problems, disruption to interpersonal relationships (particularly within families), social marginalization, criminal behaviour, school failure, vocational problems and failure to achieve normal adolescent milestones. Whereas these complications are not limited to children and youth in especially difficult circumstances, their impact on these vulnerable young people is much greater. Furthermore, the behaviours adopted during childhood have an impact on their health as adults and the health of their children.

38. Owing to the imprecise definition of children and youth in especially difficult circumstances, the heterogeneity of these risk groups and the hidden nature of substance use within these populations it is difficult to estimate the extent of the problem. In 1992 it was estimated that 40 per cent of the world's population was 19 years of age or under, with 19 per cent aged between 10 and 19 years. Of those under 19 years, 86 per cent lived in developing countries. Globally it is estimated that there are approximately 100 million street children. ILO has estimated that in 1995 approximately 85 million children under the age of 15 years were working. Other estimates put this figure closer to 200 million. In developing countries over 26 per cent of students entering school are estimated to drop out before completing primary education. Over 100 million indigenous children and youth live in over 70 countries around the world, many displaced from their traditional lands. Over 130 million children, almost two thirds of them girls in developing countries, have no access to primary school education. Each year, several million more drop out of school

without the knowledge and skills that they need for a healthy and productive life. Today 885 million adults from the age of 15 and up are estimated illiterate, with women as their silent majority representing 565 million (over 63 per cent). It is estimated that from 5 million to 10 million children under the age of 10 years will be orphaned by the end of the 1990s as a result of deaths related to the acquired immune deficiency syndrome (AIDS), with 90 per cent of these children living in Africa. Furthermore, as much as 75 per cent of human immunodeficiency virus (HIV) transmission takes place before the age of 25 years in the mature epidemics of eastern and southern Africa.

39. As the umbrella term children and youth in especially difficult circumstances covers a wide range of disparate target groups, it is evident that no single strategy will be effective in preventing or responding to the problems of substance abuse to which they are exposed. However, it is recognized that in planning a response, interventions need to be comprehensive, multifaceted and appropriate for the target population. Substance use prevention and treatment programmes should not stand alone but should be integrated with other programmes and services that promote the healthy development of young people and address all risk behaviours. The overriding principles for any approach should be based on the Convention on the Rights of the Child, which calls for the right of children to information and skills, education and health services, a safe and supportive environment, and protection from the illegal use of drugs and involvement in drug production and trafficking.

40. A comprehensive programme of action should include the following elements:

(a) Outreach-based interventions. The basic concept of outreach is to locate interventions in settings where out-of-school, high risk and other hidden youth populations can be found (for example on the streets, in marketplaces, in the home or in places of work). Peers can be used as effective outreach workers. In responding to the overall needs of dislocated and homeless youths, interventions should link those at risk with survival services and positive role models;

(b) Community involvement, action and organization. Community involvement, action and organization is a strategy that involves the establishment of appropriate community infrastructures and mechanisms utilizing all agents of change in the community in efforts to prevent and respond to substance use problems and to promote the healthy development of young people. Participants in this approach should include children and young people, teachers, parents, health and welfare workers, community leaders, employers, employees' organizations, youth serving and other social service agencies, law enforcement and policy makers;

(c) School-based interventions. Although many children and youth in especially difficult circumstances are out of school, many others are in contact with both informal and formal education systems. Such systems need to be sensitized to the special needs of children and youth in especially difficult circumstances and incorporate effective school-based substance prevention interventions. Interventions should not be limited solely to the school setting, but rather the school should serve as the focal point for coordinating

multiple activities, including but not limited to family and community involvement and training;

(d) Health service-based interventions. Children and youth in especially difficult circumstances have limited access to health care services and are often discriminated against, despite the fact that they are more likely than members of the general community to suffer from mental and physical illnesses. Health services should be reoriented and health professionals sensitized to the special needs of such children and youth. The health sector should provide a focal point for the coordination and promotion of prevention, treatment and rehabilitation activities targeting problems associated with the use of psychoactive substances among children and youth in especially difficult circumstances;

(e) Mass media and advocacy. Mass media is potentially a powerful tool by which community attitudes may be influenced. To ensure the effective implementation of any intervention within a community a supportive and safe environment needs to exist. The mass media can inform the general public of the particular problems and needs of children and youth in especially difficult circumstances and assist in the mobilization of public support for interventions. Community advocacy can influence policies and political commitment in order to create a supportive wider environment, making interventions feasible and sustainable;

(f) Treatment. A minority of children and youth in especially difficult circumstances involved in substance use develop problems severe enough for them to require specific substance abuse treatment. Where possible, such treatment should be provided within the community and should be appropriate to age and development. Treatment services should be sensitive to issues of normal adolescent development and the specific needs and circumstances of children and youth in especially difficult circumstances.

2. Objectives

Advocate for the needs and rights of children and youth in especially difficult circumstances

41. Action and involvement at a community level is only possible if a supportive political and social environment exists. Such support may be enhanced through mass media strategies. Links should be established or reinforced with media to avoid the negative reporting on children and youth in especially difficult circumstances and to further specific messages to enhance positive, social values fostering favourable conditions for accepting these children back into society. Member States should be encouraged to develop and implement policies on children and youth in especially difficult circumstances. The promotion of the Convention on the Rights of the Child is core to this approach.

Strengthen community capacity to act

42. Children and youth in especially difficult circumstances live within communities and it is there where interventions should be sited. Community development and organization are critical components to any comprehensive strategy. The community should be involved at all stages of assessment, planning implementation and evaluation. Sustainability of programmes requires community support. For policies to be effective, the commitment within Governments must be founded on a broad social commitment among the communities.

Enhance knowledge for action

43. In order to plan and implement appropriate responses an understanding of the situation of children and youth in especially difficult circumstances is required. Children and youth in especially difficult circumstances are mostly marginalized within communities and often are not represented in general population or community surveys or accessed through other research. Both quantitative and qualitative data are required to inform on the nature, extent and trends of substance use among the various groups of children and youth in especially difficult circumstances. Particular attention should be given to research which informs the development of interventions including the identification of resiliency and protective factors for risk behaviours, including substance use. Specific research methods need to be further developed and promoted to access these populations.

Identify and promote effective interventions

44. Single approach strategies are likely to be ineffective in drug prevention or treatment. Interventions should be combined and tailored to the specific needs of the target population as determined through research. The efficacy of individual interventions should be assessed both in terms of specific methods utilized and their contribution to an overall integrated and comprehensive strategy. Successful pilot and demonstration projects may be adapted for different populations and situations. Substance use should be included as a component of programming for interventions along with other priority adolescent risk-taking behaviours.

Build networks and disseminate expertise

45. The establishment of networks of organizations and expertise helps to accelerate programming for action. Such networks facilitate the transfer of knowledge, experience and technology. Training is a critical component to this process. Peer educators must be recognized as agents which have an important role to play in the education of children and youth in especially difficult circumstances. The training of educational personnel for activities aimed towards children is crucial and has to be strengthened or established where it is non-existent. The educators themselves should play an important role in the preparation of training and educational materials, and the formulation of curricula and goal planning, in addition to assisting these target groups in developing life skills.

C. Drug abuse prevention among rural youth (plan of action 3)

46. This proposal has been prepared by the Food and Agriculture Organization of the United Nations (FAO) and is included in the United Nations System-Wide Action Plan on Drug Abuse Control as a possible plan of action for a system-wide approach to the specific target group. It has not been formally approved by any of the agencies identified as partners.

1. Drug abuse among rural youth in developing countries

47. Drug abuse is increasingly becoming a problem in countries where drugs are produced as well as in the more industrialized countries where drug addiction and related problems have been widely recognized for many years. Illicit drug and alcohol abuse and other associated problems, including HIV infection, are among the most serious problems facing young men and women on a global basis. Rural young men and women aged 10 to 30 years are a particularly vulnerable group of current and potential abusers of illicit drugs and alcohol. They are involved in the production of illicit drug crops, they are increasingly used by drug traffickers and they are becoming more heavily involved in the use of illegal drugs. Testimony in the Commission on Narcotic Drugs suggests that the costs of law enforcement far exceed educational efforts aimed at preventing or reducing the abuse of illicit drugs and alcohol by young people who are often tempted by curiosity or subjected to peer pressure.

48. The repercussions of drug abuse on families and communities (in terms of loss of income, education, health and social values) are critical and have far-reaching socio-economic ramifications. Drug and alcohol abuse are important factors in the spread of HIV/AIDS. According to the findings of a recent FAO field study in six Ugandan villages, inhibitions often break down when young people are under the influence of drugs or alcohol. Few prevention initiatives to date have tried to target rural young men and women in developing countries before they begin using drugs. "Some children start using drugs as early as 10 years of age. People use drugs when they want to gain courage to steal or to rape", said a young villager in Kabarole District in Uganda. Relationships between youth and communities or households are crucial in determining strategies for the future. In addition to problems directly related to drug abuse, HIV/AIDS and early pregnancy are issues that must be included in any multisectoral programme dealing with youth. An inter-agency approach to addressing these issues through formal and non-formal education and through governmental and non-governmental channels is essential if the full strength and comparative advantage of the United Nations system is to be brought into play.

49. Rural to urban migration and the resulting socio-economic changes in lifestyle also play a key role in creating drug dependency among young people. More than 40 per cent of rural to urban migrants in Latin America are young men and women between the ages of 15 and 25 years. Targeting young men and women in the rural areas before they migrate and enter high risk environments will necessitate new approaches in areas where prevention activities are, at present, very limited.

50. In recognizing young people not as a problem, but as a valuable human resource, society cannot afford to let them drift, unattended, in a sea of temptation and neglect. Wars are fought over mineral rights and the development of any given nation's natural resources. It is widely recognized that these natural resources should be guarded, nurtured and refined to their highest potential. Why then, should we take a short-sighted approach to developing young men and women to their highest potential through educational programmes that protect, nurture and develop them to their highest potential so they can contribute to society to the greatest degree possible?

2. Recognition of the problem

51. It was reported at an international consultative meeting of the working group for a world youth programme of action for youth towards the year 2000 and beyond that the vulnerability of young people to drug misuse and abuse has, in recent years, become a major concern at all levels of society. Initiatives aimed at reducing drug abuse among young people were identified as a top priority. To be effective, drug abuse reduction programmes need to address the interests and concerns of the individuals who are in highest risk groups. Young men and women between the ages of 10 and 30 years are the ones at greatest risk. They are mortgaging their future through drug addiction. They are the targets of those who stand to gain from the sales of illicit drugs. It is the youth audience that drug demand reduction programmes should address.

52. Formal education programmes through the schools and non-formal education programmes through youth organizations and the workplace can play key roles in seeking out high risk individuals and groups and in designing and carrying out meaningful programmes aimed at reducing drug abuse. Participatory methods, group activities and the transmission of organizational and vocational skills are critical elements of a successful drug programme as is the training of youth leaders in communication and counselling skills.

53. In order to address the root causes of drug abuse, it is important to identify ways of incorporating drug abuse and trafficking concerns into broad-based development strategies. There is a need to identify effective drug demand reduction approaches through formal and non-formal education. Development communication approaches are needed in order to reach all parts of the developing countries in the most effective manner and the sharing and dissemination of useful information through a variety of media approaches is essential. Beneficiary participation throughout the entire process is essential. The entire urban and rural educational system should include drug demand reduction components. At the community level these initiatives should be accompanied by national youth policies that include reference to creating opportunities for the training and gainful employment of youth.

3. A multi-disciplinary approach to demand reduction

54. In a multi-disciplinary approach, collaborating United Nations agencies would work together to gather information through base-line studies and to execute, in a collaborative manner, components of comprehensive programmes

designed to prevent and reduce drug and alcohol abuse among rural young men and women. In a coordinated approach, each specialized agency would be expected to bring its unique strengths to bear on the overall problem. It is recognized that an assessment of the problems related to drugs in any given country would have to be undertaken as an initial step in the preparation of the programme. Country profiles including a detailed look at the problems affecting rural youth would have to be developed in each pilot country.

55. The United Nations International Drug Control Programme as the designated lead agency would coordinate the development and implementation of an inter-agency, cross-sectoral, multi-disciplinary programme aimed at preventing and/or reducing the use of illegal drugs among rural youth in the developing countries. This audience-oriented approach focuses on rural young men and women, the key players in a global programme aimed at ensuring increased agricultural production that conserves our natural resources to the greatest extent and sustainable rural development that reduces the push of rural poverty that exacerbates the current high levels of rural to urban migration in many of the developing countries. The results of the programme activities would be jointly analysed and evaluated in order to provide the member Governments with a consolidated set of recommendations and suggestions for a course of action for the future.

56. The objectives and activities of each programme component would be compatible with the specific mandates of each agency (e.g., UNESCO, education and literacy training; FAO, sustainable crop production and rural development, education, extension and communication programmes; WHO, health-related issues; ILO, vocational training and issues related to the place of employment; the United Nations Industrial Development Organization (UNIDO), local industries and value added activities; UNICRI, research and documentation; Criminal Justice and Crime Prevention Division, law enforcement patterns and information on crime and punishment; UNICEF, working with children; the United Nations Population Fund (UNFPA), population education and family planning; and the International Fund for Agricultural Development (IFAD), small business enterprises, credit schemes, marketing, etc.). These components would also take into consideration each agency's implementation plan and memorandum of understanding with the United Nations International Drug Control Programme.

57. If followed through to a logical conclusion, a multisectoral, system-wide programming approach could facilitate work with the vulnerable rural youth audience by dealing with all aspects of the drug problem through a number of simultaneous activities including programmes in formal and non-formal education and competency-based training, demand reduction, construction of health facilities and addressing related health issues, law enforcement and crime prevention issues, alternative crop production and other drug-related issues in any given country.

4. Organizational approach to developing a multiple agency, multisectoral programme

58. In each pilot country, the programme would operate in three phases. In general terms, phase one would deal with the organizational aspects of developing a multiple agency, multisectoral approach to the prevention and reduction of drug abuse among rural young men and women. Phase two would cover the execution, ongoing monitoring and periodic evaluation of each programme component. Phase three would include a final evaluation exercise at the close of each project or component plus an evaluation of the overall system-wide approach to dealing with the rural youth audience at the end of a five-year period. All phases and related information concerning this system-wide approach should be open to Governments, organizations, agencies, non-governmental organizations, participants and interested observers through the World-Wide Web (WWW) of shared information over the Internet.

59. Phase one would include:

(a) Identifying the collaborating United Nations agencies;

(b) Formation of a multiple agency coordinating team under the leadership of a designated United Nations International Drug Control Programme officer;

(c) Defining the operational aspects of a multiple agency, multisectoral programme approach;

(d) Identifying pilot project countries;

(e) Assessing the problems and defining the issues to be covered through beneficiary participation;

(f) Developing each agency component of the programme and preparation of each agency's country-specific workplans;

(g) Agreement on United Nations International Drug Control Programme funding arrangements with each collaborating agency for each of the programme components;

(h) Signing of pilot project documents;

(i) Other related issues.

60. Phase two would include:

(a) Establishment of national coordination teams (overall and agency-specific);

(b) Identification of national coordinators and pilot project staff;

(c) Revision of country-specific workplans;

(d) Execution of pilot projects according to plans of work for each agency component;

(e) Monitoring and evaluation on a periodic basis including mid-term and final reviews that involve specialized agency, government (including beneficiaries) and United Nations International Drug Control Programme participation;

(f) Final evaluation of each sectoral programme component and discussions with government officials from each sector;

(g) Preparation of an overall programme evaluation and submission of report to the host Government;

(h) Discussion of final report with overall national coordinating team and other appropriate government officials;

(i) Examining the desirability of adapting the multiple agency, multisectoral approach for use in other countries.

61. Phase three would include:

(a) A final evaluation of the overall system-wide approach to dealing with the rural youth audience at the end of a five-year period;

(b) The preparation and dissemination of a comprehensive report on the strengths and weaknesses of the programme plus recommendations for future action.

62. Development objectives would include:

(a) To provide proven, field-tested and sustainable responses and support to Governments and non-governmental organizations that request information and advice on how to deal, in a comprehensive manner, with problems related to drug and alcohol abuse of rural young men and women aged 10 to 25 years. These activities would include the goal of enhanced technical cooperation among developing countries and the strengthening of other partnership activities;

(b) To create a holistic and coordinated approach to preventing and reducing the demand for illegal drugs through the United Nations system by bringing the strengths of each agency to bear on the complex problem of drug and alcohol abuse among rural youth in the developing countries;

(c) To provide Governments with field-tested approaches and comprehensive recommendations on how to reduce drug and alcohol abuse among rural youth based upon joint action from collaborating agencies within the United Nations system.

63. Immediate objectives and outputs would consist of the following:

(a) Immediate objective 1

To design and develop agency-specific programme components for each of the pilot countries.

Output 1.1

Within the first eight weeks of the initiation of the umbrella programme, participating agencies would complete the design and development of specific programme components for each of the pilot countries. Such a programme component would include an initial assessment of the situation in selected pilot countries as a first step.

Output 1.2

Within the first eight weeks of the initiation of the umbrella programme, participating agencies would have identified potential project personnel and cooperating organizations in each of the pilot countries.

(b) Immediate objective 2

To undertake specific pilot project activities aimed at the prevention of drug and alcohol abuse among young men and women in each of the pilot countries.

Output 2.1

Within the first six months of the initiation of the umbrella programme, participating agencies would have initiated specific pilot project activities aimed at the prevention of drug and alcohol abuse among youth in each of the pilot countries. Such programmes would be gender-specific and locally based.

(c) Immediate objective 3

To develop institutional capacity in government and non-government organizations for formal and non-formal education and the dissemination of information on the reduction of drug and alcohol abuse among youth.

Output 3.1

Within the life of the project, institutional capacities in government and non-government organizations would be developed to carry out formal and non-formal education programmes on drug and alcohol abuse, demand reduction and other drug-related issues. Such activities would include extension initiatives, outreach programmes from educational institutions and community development and non-governmental organization projects.

(d) Immediate objective 4

To develop a multi-disciplinary framework for working with rural young men and women on drug-related issues in each of the pilot countries.

Output 4.1

Within the life of the project, a multi-disciplinary framework for working with rural young men and women on drug-related issues would be developed in each of the pilot countries. Such a framework would be designed so that it can be adapted to drug demand reduction activities in other interested countries.

D. Drug abuse prevention in the workplace (plan of action 4)

64. The International Labour Organization (ILO) served as task force manager for the preparation of this plan of action in collaboration with the United Nations International Drug Control Programme, WHO, the International Maritime Organization (IMO) and the International Civil Aviation Organization (ICAO).

1. Statement of the problem

65. Substance abuse has long spilled over from marginalized groups into the mainstream of society. Abuse of substances can weaken and tear the delicate fabric of modern community, already in upheaval and turmoil in the face of many changes. A microcosm of communities and organizations, the individual workplace mirrors the malaise present in society when it comes to drug and alcohol problems. The direct and indirect ramifications of substance abuse in the workplace are numerous:

(a) Absenteeism is two to three times higher for drug and alcohol users than for other employees;

(b) Some 20 to 25 per cent of accidents at work involve intoxicated people injuring themselves and innocent victims;

(c) On-the-job fatalities linked to drugs and alcohol account for 15 to 30 per cent of all accidents;

(d) Employees experiencing drug and alcohol problems may claim three times as many sickness benefits and file five times as many workers' compensation claims;

(e) Studies show that some 70 per cent of people with alcohol-related problems and more than 60 per cent of drug users are reported to be employed.

66. The hidden financial costs associated with alcohol/drug use, such as lost productivity, compensation claims, or lost business opportunities are

substantial, as are the human costs such as loss of jobs, loss of skilled workers, and strained labour relations.

67. An important factor to remember in considering the relationship between the workplace and drug and alcohol is that problems occur in several ways, as a result of occasional intoxication, regular use or actual dependence. Dependent users may have more continuous problems, but the occasional or moderate users may cause more problems simply because there are very many more of them having the occasional mishap or even serious incident.

68. Clearly, the problem is very complex. On the one hand, studies show linkages between alcohol and drugs and certain working conditions such as social pressures to drink or use drugs, freedom from supervision, stress, precarious employment, monotonous work, shift work and night work. On the other hand, alcohol and drug use have negative consequences in the workplace, which include deteriorating health, increasing absenteeism, lowered job performance, increased accidents and increased disciplinary action.

69. A great deal can be done, however, to alleviate drug and alcohol problems in the workplace, and the United Nations system has a major contribution to make to the improvement of the understanding of the problems at hand. Above all, certain truths need to be observed:

(a) People can be sensitized to the issues through prevention measures before they develop serious problems;

(b) Substance abusers can recover and lead fruitful lives;

(c) Work is vital to recovery, and contributes profoundly to securing dignity and a place in the world for the recovering person.

70. The scope and enormity of the drug and alcohol issue has led to a global response from the entire United Nations system, the means of action for which are as follows:

(a) Collect and analyse data;

(b) Formulate guidelines for enterprise and union policy;

(c) Contribute to the formulation and the revision of national policies on drugs and alcohol;

(d) Elaborate resource material for workplace and community intervention strategies and programmes;

(e) Promote substance abuse awareness through seminars, meetings and symposia;

(f) Plan and implement staff training courses and demonstration programmes;

(g) Maintain relations with concerned agencies and organizations;

(h) Provide technical advisory services;

(i) Evaluate the effectiveness of programmes.

2. Objectives

71. The abuse of drugs and alcohol is an intrinsic threat to such basic goals as economic and social well-being, fundamental human rights and social justice, constructive development, adequate employment and satisfactory conditions of work and pay.

72. The increasingly detrimental effect of drugs and alcohol on the workplace is a problem that is gaining more and more recognition as Governments, workers and employers agree that it is a common dilemma - one that would require a concerted effort on the part of all three to tackle.

73. The United Nations system acts on a number of areas of interrelated activities with the overall objective of developing strategic alliances for ongoing collaboration with a maximum number of Member States and organizations. ILO plays an especially important role with regard to prevention in the workplace. The main objectives in implementing a workplace drug and alcohol prevention and assistance programme are:

(a) To protect the health and welfare of workers;

(b) To contribute to the containment and management of problems associated with substance abuse in the workplace;

(c) To protect the performance level of enterprises by reducing absenteeism, loss of productivity, accidents and damages;

(d) To promote the improvement of working conditions with the aim of reducing factors which contribute to substance abuse;

(e) To promote compliance with occupational health and safety standards;

(f) To ensure that workplace programmes are in harmony with and reinforce action at the community level.

74. The needs and interests of Governments and employers' and workers' organizations are not incompatible when it comes to tackling drug and alcohol issues. In fact, a central point to bear in mind is that only through an integrated approach will long-term and lasting reduction of substance usage be achieved in the workplace.

75. The existence of a wide variety of responses, from the very simple to the highly complex, allows every entity to assess its problems and resources and decide what approaches to take. These decisions may be based on attempting to find the right fit between the scope of the actual needs, with the available enterprise or community resources, local legislative requirements and socio-cultural factors.

E. Women and drug abuse: the gender dimension (plan of action 5)

76. The United Nations International Drug Control Programme served as task force manager for the preparation of this plan of action in collaboration with WHO, UNESCO, UNICRI, UNAIDS and FAO.

1. Problem statement

77. Social attitudes to women have often led to women's substance abuse-related problems being concealed. However, assessment of drug abuse from a gender perspective dispels the misconception that substance abuse is exclusively a men's problem. The illicit supply of and demand for drugs are increasing in many parts of the world, and increasing numbers of women are therefore affected by drug abuse, whether or not they are drug users themselves. Their lower status and the gender roles assigned by society result in unmet needs which are experienced both by drug-using women and female partners of male drug abusers in various social, cultural and economic environments. Furthermore, it has been found that women are more likely than men to become infected with HIV through both sexual transmission and intravenous injection. To understand the impact of drug abuse on women, to identify effective preventive interventions and to design demand reduction and rehabilitation programmes, it is essential to focus on gender relations but not necessarily, however, to deal with women and men separately. Society's assigned roles and perceptions also play a part in the way men and women are involved in illicit trafficking; are vulnerable to punitive actions from the law enforcement sectors; are subject to human rights violations; and are perceived in the community. However, the position of women in a society is not only defined by their gender roles but, as that of men, varies with class, age, religion and culture.

78. Until recently, drug control approaches were not sensitive to the gender dimension: analysis and interventions did not consider the impact of gender relations on the phenomenon of drug abuse or on the processes of prevention, treatment, relapse prevention and social reintegration. The hidden nature of the problems of drug abuse among women perpetuated the disregard of gender relations in drug control interventions, and the lack of gender-disaggregated data further minimized the issue.

79. This situation has been changing gradually during the last years and a joint initiative of the United Nations International Drug Control Programme, the Division for the Advancement of Women of the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat and WHO on gender analysis in drug abuse has helped to make the gender-related dynamics visible in this field. This initiative resulted in a 1994 background paper prepared for the Commission on the Status of Women on a United Nations system position paper on women and drug abuse. The accompanying technical research reports include the following subjects: (a) women and drug abuse: a gender analysis and health and policy implications, the first document to provide a gender analysis of the drug field; (b) women and drug abuse: country reports (1992); and (c) women and drug abuse: country reports (1993). The latter two documents consist of 27 country situation assessments of women and drug abuse. It was found from all

27 country studies that attention should be paid to women's needs that are derived from the socially assigned gender roles, both productive (e.g., income generation related matters) as well as reproductive (e.g., child care related matters).

80. All these documents, which are available from the United Nations International Drug Control Programme, reveal that gender relations constitute an essential factor in understanding how a person experiences the phenomenon of drug abuse in a given society. They provide information on how drug abuse affects and involves women in different ways than men:

(a) As drug abusers:

(i) The physiological effects of substance abuse differ between women and men;

(ii) Women are prescribed more sedatives and tranquillizers than men;

(iii) Women are at higher risk of HIV infection than men both as injecting drug abusers and through sexual transmission;

(iv) Owing to their status in society and the social stigma attached to women drug abusers in many countries, the shame element leads to hiding the habit and the women fail to seek help and suitable facilities are not available to them;

(b) As persons affected by drug abusers:

(i) When the main family income generators are men, in the case of their incapacitation caused by drug abuse, the women in the family are forced to generate the entire income for family survival;

(ii) Women are at risk of HIV infection through sexual relations with male partners who are drug abusers and are HIV positive;

(iii) Women are seen as the principal care-givers in society and are thus more likely than men to be expected to carry the major share of caring tasks related to drug abuse in the family;

(iv) Women are more likely to be subjected to domestic violence which is often associated with substance abuse;

(c) As producers and mules:

(i) Women bearing the responsibility of ensuring the family income have more limited options to do so than men and thus might often have to revert to drug-related income sources. Similarly, as drug abusers, women are more susceptible to becoming involved in sex work and drug peddling in order to finance their addiction while men rather tend to engage in other criminal activities, such as theft;

(ii) In some countries, differential (often harsher) sentences are delivered to women than to men for similar drug-related offences;

(d) As potential agents of change:

(i) Women are the traditional dispensers of health care and health knowledge within the family;

(ii) Many primary school teachers and nurses are women and give children their early knowledge about health and hygiene;

(iii) Women are often the motivators and supporters of social, health and development activities at the community level.

81. At its thirty-eighth session, in 1995, the Commission on Narcotic Drugs adopted a resolution in which it urged Member States to "recognize, assess and take into account in their national policies and programmes the problems that drug abuse poses for women" as well as "to develop and test activities to respond in an innovative way" to these problems. 1/

82. During the Fourth World Conference on Women, held at Beijing in September 1995, a special event on women, drug abuse and addiction was organized jointly by UNDCP, UNICRI, the Vienna NGO Committee on Narcotic Drugs and the Vienna NGO Committee on the Status of Women. The Platform for Action adopted by the World Conference, in its section on women and health, includes provisions aiming, inter alia, at improved treatment and rehabilitation services and prevention programmes for women. The Secretary-General is strongly committed to assuming responsibility for coordination of policy within the United Nations for the implementation of the Platform for Action and for the mainstreaming of a system-wide gender perspective in all activities of the United Nations system (see A/50/744, para. 93 (j)).

83. The primary focus of this plan of action is on the need for a consistent and concerted effort to make gender analysis results visible. The second area of focus is on support to the development, dissemination and implementation of effective gender-sensitive interventions to deal with drug control-related issues. The third is geared towards the empowerment of women within the community and at decision-making levels to participate actively in reducing all aspects of drug abuse.

2. Objectives

84. The objectives are as follows:

(a) Awareness raising on gender-related issues in drug control through gender-disaggregated data collection, analysis and reporting on the illicit production, manufacturing, trafficking and abuse of narcotic drugs and psychotropic substances, as well as on the use and abuse of "gateway" substances such as alcohol, tobacco and volatile solvents;

(b) Development of methods to incorporate the gender dimension into interventions related to drug abuse control;

(c) Increased appropriateness and availability of effective gender-sensitive actions in all fields of drug control;

(d) Promotion of gender-sensitive leadership in the drug field; providing training to identify gender issues and implications; and increasing the representation of women at all levels of administration involved in drug issues.

F. Assessment of drug abuse: data collection (plan of action 6) 2/

85. This plan of action has been prepared jointly by the United Nations International Drug Control Programme and WHO. These are the two entities within the United Nations system involved in the assessment of drug abuse and the differences in their mandates should be understood. Although the United Nations system recognizes the existence of linkages between illicit drug abuse and the use of other substances such as alcohol and tobacco, the work of the United Nations International Drug Control Programme in demand reduction is limited to narcotic drugs and psychotropic substances as defined by the international conventions. The mandate of WHO is broader, encompassing the negative health consequences of any substance use.

1. Problem statement

86. The availability of reliable and comparable data is a prerequisite for effective interventions designed to reduce the demand for drugs. Interventions, whether designed to control supply of illicit drugs, reduce demand, or to achieve both, should be based on a strategy that assesses needs and resources both prior to and during the development and implementation of that strategy. The impact or success of interventions should be assessed through monitoring and evaluation and, where necessary, interventions should be modified or rejected. At all stages of this process of planning, development, implementation and evaluation there is a need for timely and relevant data and information. Such information allows for the identification of drug abuse patterns and trends to enable early and targeted interventions and appropriate allocation of resources, assessment of the effectiveness of interventions and measurement of outcomes.

87. At the present time, global drug abuse data are scanty and scattered in different forms and places. The data that are available are not always up to date or consistent. Furthermore, there is a dearth of internationally agreed upon definitions which could form a solid basis for collecting comparable data among Member States. The method of data collection also varies. In any one country, the data collected vary by age grouping and differences in the types of questions posed. The range of age and segment of population where the data are collected are even more diverse between countries. Only a very few countries have a comprehensive population-based longitudinal epidemiological drug survey in place. Even fewer countries have a registry of drug dependents or a systematic early-warning system.

88. Methodological difficulties in assessing the extent, nature and consequences of drug abuse are recognized. The stigmatized, and often illegal, nature of substance abuse means that often such abuse is a "hidden" activity, until such time as problems associated with it make certain abusers visible. For this reason, while the overall rates of the abuse of certain drugs in the general population may be low, the numbers of substance abusers in certain institutions (e.g., prisons, hospital emergency rooms) appear disproportionately high. In addition, many drug abusers are marginalized by society.

89. To meet the need for timely and relevant information, the development, implementation and support for epidemiological monitoring are required. The development and implementation of substance abuse assessment is a continuous process which draws upon and adapts a wide range of tested methodologies, data, information and expertise from established epidemiological networks as well as from social and anthropological disciplines. The assessment of substance abuse must be sensitive to innovations in the field of epidemiological data collection and also adopt alternative, supplementary techniques to fill the gaps left by that data collection.

90. To ensure appropriate policy formulation and planning of appropriate responses to the growing drug abuse situation world wide, it is essential to have systematic routine epidemiological data collection to facilitate the verification of trends and patterns. This includes the assessment of patterns and trends in substance abuse and its health and social consequences; the strengthening of country capacity to do so; and the assessment of the health risks associated with substance abuse.

91. At the international level, the International Drug Abuse Assessment System is a repository of information received by the United Nations International Drug Control Programme in response to the annual reports questionnaire. It is being developed and refined in order to facilitate use of the information.

92. In addition, rapid assessment complements the longitudinal routine data collection system by providing focused, in-depth, cross-sectional situation analysis, particularly among "hidden" populations, making quick, responsive, programmatic interventions possible. The rapid assessment methodology, which had been used successfully for other purposes, has been adapted to apply to the drug abuse situation and since 1993 it has been applied systematically for studies in a number of countries. The methodological procedure is now being standardized and a draft training manual is being developed. Regional training on rapid assessment based on this methodology and training manual will be conducted by the United Nations International Drug Control Programme.

93. As a continuing priority, national and regional capabilities to implement monitoring and surveillance systems should be strengthened through the provision of training and guidance in collecting, collating, validating and interpreting data and disseminating the findings. Technical assistance will be provided to Member States to enhance their capabilities in epidemiological data collection and rapid assessments. Generalizable definitions, methodologies and indicators of substance abuse will continue to be adapted, tested and improved. Information on drugs and related issues will continue to be disseminated in order to improve national, regional and local strategies in reducing substance

abuse. The nature and scope of the task and the challenges presented ensures that both the United Nations International Drug Control Programme and WHO will continue to collaborate with key partners to maximize available resources both in funding and in expertise.

2. Objectives

94. The objectives are as follows:

(a) To develop, test, refine and promote generalizable definitions, indicators of drug abuse and data-collection methods;

(b) To assess and describe patterns and trends in the extent, nature and social, economic and health consequences of substance abuse as well as the effectiveness of interventions; 3/

(c) To strengthen national capabilities in assessing, monitoring and evaluating substance abuse and its consequences and to permit utilization of the information gathered in formulating appropriate responses.

Notes

1/ Official Records of the Economic and Social Council, 1995, Supplement No. 9 (E/1995/29), chap. XII, sect. A, resolution 3 (XXXVIII).

2/ At the date of publication of the present document, this plan of action had not been cleared by the Subcommittee.

3/ Certain elements of this objective will be incorporated in other plans of action in the future.

ANNEX

Overview of participating agencies

1. This overview is intended to provide an indication of the diversity and scope of the interests and mandates of the major collaborating agencies and how these converge in the common need to fight drug abuse. It is based on text prepared by the agencies concerned; texts from other agencies will be added subsequently.

United Nations International Drug Control Programme

2. The United Nations International Drug Control Programme has been designated by the General Assembly to lead and coordinate work of the United Nations system in matters of international drug control. It provides secretariat support services for the Commission on Narcotic Drugs and for the International Narcotics Control Board. The Programme provides advice to Member States concerning implementation of international drug control treaties and assists States in acceding to and implementing these treaties.

3. The Programme addresses all aspects of the drug problem, including measures to reduce illicit supply, traffic and demand. It designs and implements technical cooperation programmes relating to drug control and assists Governments to develop programmes targeting the various aspects of the problem. In addition, the Programme encourages and supports subregional initiatives to respond to problems that affect several neighbouring countries at the same time. It also undertakes activities at the global level intended to develop methodologies and to increase the knowledge base with regard to drug control issues.

United Nations Children's Fund

4. As the impact of the child survival revolution is felt around the world, UNICEF is able to devote more attention to the health of adolescents. Not only are the majority of adolescents included in the definition of "child" contained in the Convention on the Rights of the Child, but young people's health and development have a major impact on their health and productivity as adults and on the health of their children and on their capacity to be caring and supportive. Young people's health and development will therefore be central to achieving the goals of the World Summit for Children, to activating the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women, and to the follow-up on the international conferences on population and development and on women.

5. UNICEF focuses on a group of risk-taking behaviours and problems that have common antecedents and are linked together in terms of cause and effect. These include unwanted and unsafe sex (giving rise to teenage pregnancy, HIV infection and other sexually transmitted diseases); psychoactive substance use, including tobacco and alcohol; violence and accidents; and poor nutrition and certain

common endemic diseases. In order to meet young people's needs for information and skills development, access to services and a safe and supportive environment (both the immediate environment of family and friends and the wider environment created by societal values and norms, policies and legislation), UNICEF programming approaches concentrate on the following key areas: national plans of action; school health programmes; youth-friendly health services; health promotion and outreach through non-governmental organizations; and health communication through the mass media and entertainment, into which it is possible to integrate the drug abuse prevention message.

Joint United Nations Programme on HIV/AIDS

6. UNAIDS brings together six organizations of the United Nations system (UNICEF, UNDP, UNFPA, UNESCO, WHO and the World Bank) and has been operational since 1 January 1996. The mission of UNAIDS is to lead, strengthen and support an expanded effort to prevent HIV transmission, provide care and support, reduce impact, and alleviate individual and communal vulnerability to HIV/AIDS. Its major focus is on building up national capabilities for expanded action. Its roles are policy development and research, provision of technical support, and advocacy. UNAIDS supports operational research involving non-governmental organizations and community projects intended to minimize HIV risk among drug users, and provides technical assistance in the design and evaluation of prevention projects.

International Labour Organization

7. The priority objectives for ILO for the coming years are: the promotion of democracy and human rights; the alleviation of unemployment and poverty; and the protection of working people. Within this framework, the ILO programme on drugs and alcohol therefore has the following objectives: (a) the adoption by enterprises of measures to prevent, contain and manage problems associated with drugs and alcohol at the workplace; and (b) the reduction of discrimination in employment against recovering drug users through their enhanced access to rehabilitation services and greater opportunities for social and vocational integration.

United Nations Interregional Crime and Justice Research Institute

8. The objective of UNICRI is to contribute, through research, training, field activities and the collection, exchange and dissemination of information, to the formulation and implementation of improved policies in the field of crime prevention and control, due regard being paid to the integration of such policies within broader policies for socio-economic change and development, and to the protection of human rights. The Institute assists intergovernmental, governmental and non-governmental organizations in their effort in this regard. UNICRI carries out research and training activities, as well as technical cooperation in various crime prevention and control-related issues and drug abuse prevention.

United Nations Educational, Scientific and Cultural Organization

9. UNESCO contributes to drug demand reduction through its preventive education programme within the framework of the United Nations Global Programme of Action. UNESCO strategy is based on: (a) coordinating with other United Nations agencies, non-governmental organizations and Member States; (b) undertaking social studies and socio-epidemiological surveys; (c) reflecting on techniques and adapting them to local conditions; (d) stressing street work and non-formal education for children and youth in especially difficult circumstances; and (e) linking AIDS prevention to drug abuse prevention in comprehensive school health education programmes. The objectives are for it to become an integral part of both the in-school and out-of-school educational structures, providing information and forming and developing the personalities of children and young people by guiding their behaviour and helping them create new social attitudes.

10. UNESCO: (a) assists Member States in the implementation of pilot projects and elaboration of strategies introducing the preventive education element in the national or regional plans of action; (b) organizes teacher-training workshops and seminars in pedagogical preventive techniques and their adaptation to different contexts, training of street educators and social workers serving street and working children; (c) coordinates information networking and exchange among governmental and non-governmental organizations working in the field; and (d) gives methodological support to research activities, promotes awareness-raising action. It also produces written and audio-visual material, supports contributions to and cooperation with non-governmental organizations to develop techniques on preventive education and pedagogical methods for rehabilitation work.

World Health Organization

11. The objective of WHO is the attainment by all peoples of the highest possible level of health. In this context it is committed to the prevention and reduction of the negative health, social, legal and economic consequences of substance use; to ensuring equitable access to health services; to the promotion and protection of health; and to the creation of healthier lifestyles and safer environments. Here "environment" is interpreted in its widest sense, to include not only the physical environment but also political, economic, social, legal and cultural conditions. This approach reveals that what is required to deal with substance abuse is a process which focuses not only on individual health or specific target groups but also on the wider context in which substance abuse occurs. A public health-oriented response to the problems associated with substance abuse is a prerequisite for effective intervention. Such a response recognizes that while controlling the supply of substances through law enforcement and the criminal justice system will remain a priority for the foreseeable future, reducing the illicit demand will have a more important impact on the negative consequences of substance abuse.

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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Special Committee on Peace-keeping Operations

Rapporteur: Mr. Abderahman S. ABDERAHMAN

I. INTRODUCTION

1. The General Assembly, in its resolution 50/30 of 6 December 1995, took note of the report of the Special Committee on Peace-keeping Operations (A/50/230) and decided that the Special Committee, in accordance with its mandate, should continue its efforts for a comprehensive review of the whole question of peace-keeping operations in all their aspects; and requested the Special Committee to submit a report on its work to the Assembly at its fifty-first session. The members and observers of the Special Committee are listed in annexes I and II.

2. At its 132nd meeting, on 1 April 1996, the Committee elected the following representatives as the Committee's officers for a term of office of one year: Ambassador Ibrahim A. Gambari (Nigeria), Chairman; Ambassador Emilio J. Cárdenas (Argentina), Ambassador David Karsgaard (Canada), Mr. Yukinari Hirose (Japan) and Mr. Zbigniew Matuszewski (Poland), Vice-Chairmen; and Mr. Abderahman S. Abderahman (Egypt), Rapporteur.

3. The Committee also discussed its organization of work and decided to establish an open-ended working group, to be chaired by Canada, to consider the substance of the mandate entrusted to the Committee by the General Assembly in its resolution 50/30.

4. The general debate was followed by discussions in the informal open-ended Working Group, which met between 9 and 26 April. The Working Group was briefed

* A/51/50.

by and exchanged views with the Secretariat on the issues of lessons learned, structure and staffing of the Department of Peace-keeping Operations, civilian police, cooperation between the United Nations and regional arrangements and agencies, training, financing and rapid deployment capabilities including standby arrangements and the report of the Office of Internal Oversight Services entitled Evaluation of Peace-keeping Operations: Termination Phase. The Special Committee was also briefed by the Joint Inspection Unit on its report on the military component of United Nations peace-keeping operations (A/50/576).

II. GENERAL DEBATE AND WORKING GROUP CONSIDERATIONS

5. At its 132nd to 136th meetings, held on 1, 2 and 3 April, the Special Committee held a general debate on the matters before it.

6. At the 132nd meeting, Mr. Kofi Annan, Under-Secretary-General for Peace-keeping Operations, noted changes that had taken place in the peace-keeping landscape over the past year, including the termination of a number of operations. Funding for the Department of Peace-keeping Operations was likely to be reduced, but the Secretary-General's current proposals to the General Assembly, if adopted, would enable the Department to preserve its structural integrity in order to maintain the Organization's capacity to manage existing operations effectively and, if necessary, to launch new operations.

7. Mr. Annan reviewed several of the reforms undertaken within the Secretariat to strengthen the Organization's peace-keeping capabilities, including the creation of a Mission Planning Service within the Department of Peace-keeping Operations to design plans for multidimensional operations in coordination with other Departments; the establishment of a Situation Centre to maintain 24-hour contact with United Nations personnel around the world; the formation of a Policy and Analysis Unit and a Lessons Learned Unit to examine policy questions relating to peace-keeping and to distil the lessons of past experiences; the establishment of a Training Unit to promote standardized peace-keeping training among troop contributors; and the creation of a Civilian Police Unit to advise on operational police matters. In addition, he noted the establishment of new procedures for consultations among the Security Council, troop-contributing countries and the Secretariat.

8. The debate in the Committee was characterized by a substantive and constructive exchange of views on general and specific aspects of peace-keeping operations. Many delegations underscored the importance of defining precise and feasible objectives for peace-keeping operations and of ensuring that sufficient resources were made available for the successful implementation of mandates. The view was expressed that the continued existence of peace-keeping operations depended entirely on the resolution of the underlying political problem that had caused the conflict situation. Several delegations believed that peace-keeping and enforcement tasks should not be mixed in the mandate of a United Nations operation and concurred with the view of the Secretary-General that peace-keeping operations should strictly observe the principles of impartiality, consent of the parties, non-interference in domestic affairs and non-use of force except in self-defence. Some delegations concurred with the observation of the Secretary-General in the Supplement to an Agenda for Peace (A/50/60-

S/1995/1) that peace-keeping and peace-enforcement were not adjacent points on a continuum. Those delegations also drew attention to the conclusion contained in the study produced by the Lessons Learned Unit on the United Nations Operation in Somalia to the effect that a peace-keeping operation could not effectively co-exist with peace-enforcement action. The view was also expressed that greater clarity in rules of engagement was needed before troops were committed to an operation. The view was expressed that a declaration of principles for United Nations peace-keeping should be elaborated and that the Secretary-General should consider the usefulness of elaborating a comprehensive codification of United Nations peace-keeping principles.

9. Many delegations welcomed the new process for consultations between troop-contributing countries, the Security Council and the Secretariat announced in the 28 March 1996 statement by the President of the Security Council (S/PRST/1996/13). Several delegations maintained that the Presidential statement had noted that the new arrangements were not exhaustive and that the Council should stand ready to consider additional measures to enhance those arrangements further in the light of experience. While several delegations stressed the need to institutionalize the consultative arrangements, others underscored the importance of benefiting as much as possible from the significant improvements that the new arrangements provided. Several delegations expressed the view that troop contributors had a legitimate right to be consulted by the Council.

10. Many delegations expressed deep concern over the financial situation of the United Nations and the failure of some Member States to pay their assessed contributions to the Organization. Some delegations maintained that the permanent members of the Security Council had a special responsibility to bear peace-keeping expenditures. Several stated that all Member States should pay their contributions in full, on time and without conditions. The view was also expressed that the system of apportioning expenses for peace-keeping operations among Member States should be revised.

11. Many delegations urged the Secretariat to speed the process of reimbursing Member States for their contributions of personnel and equipment to peace-keeping operations. Some delegations stated that developing countries should be given priority in the delivery of reimbursements, while others maintained that all Member States should have equal access to reimbursements. Many delegations called for the establishment of a uniform scale of death and disability compensation for United Nations personnel, while others noted that the question of any possible revisions to the current arrangements for death and disability was still under consideration in the competent bodies of the General Assembly.

12. Many delegations were concerned that reductions in the Department of Peace-keeping Operations might weaken the Organization's capacity to manage existing and future peace-keeping operations, and they noted the assurances of the Under-Secretary-General that the structural integrity of the Department of Peace-keeping Operations would be preserved with a view to maintaining a core capacity within the Department to meet the needs of peace-keeping. Many delegations also stated that the funding of peace-keeping operations should not be at the expense of development activities.

13. Several delegations noted with appreciation the work of the Lessons Learned Unit of the Department and spoke in favour of providing the Unit with a more regular and predictable source of funding.

14. Several delegations expressed concern over the staffing of the Department of Peace-keeping Operations, suggesting that its increased reliance on personnel loaned by Member States had created an imbalanced situation where developing States were insufficiently represented. Several delegations called for a thorough review of the use of seconded and loaned personnel and maintained that the Department should pay greater heed to Articles 100 and 101 of the Charter, which emphasize, among other things, the importance of recruiting staff on as wide a geographical basis as possible. Many delegations indicated their preference that all staff positions in the Department be funded directly by the United Nations. The view was also expressed that staff should be recruited on the basis of contributions and payments to United Nations budgets. In addition, some delegations believed that delays in compensation to troop-contributing States had resulted in a situation where those States were, in effect, subsidizing United Nations peace-keeping operations.

15. Many delegations emphasized the importance of avoiding delays in the deployment of peace-keeping operations once their mandates had been approved by the Security Council. To that end, many delegations spoke in favour of strengthening the system of standby arrangements and improving the pre-planning of operations within the Secretariat, and some welcomed the proposal for a multinational high-readiness brigade. Many delegations supported ongoing efforts to establish a rapidly deployable operational headquarters team in the Secretariat, which would help plan future peace-keeping operations and form the nucleus of a field headquarters for new operations. Some delegations stated that the goal of more rapid deployment should not supplant the need to establish clear mandates and political agreement on the purposes of an operation. Many suggested that the idea of a rapid reaction force should be examined in greater detail owing to the complex legal, financial, political and practical issues it raised and some delegations suggested that the idea of rapid deployment should be examined in the same way. Some delegations were of the view that, whereas the timely deployment of troops and equipment was a concept applicable to peace-keeping operations in general, rapid reaction related to a broader category of issues, among them the perceived need for a rapid response to complex emergencies requiring the immediate presence of peace-keeping troops.

16. Several delegations emphasized the importance of enhancing coordination between Secretariat departments involved in peace-keeping, and between the Secretariat and the specialized agencies of the United Nations, as well as with non-governmental organizations active in mission areas. Many delegations also called for greater cooperation between the United Nations and regional organizations within the framework of Chapter VIII of the Charter. Many delegations welcomed the four regional training workshops held by the Department of Peace-keeping Operations since 1995 and underlined the need for greater cooperation among Member States within the same region in the field of peace-keeping.

17. Several delegations stressed the importance of unity of command and control of United Nations peace-keeping operations, and expressed the view that all

field operations authorized by the United Nations should be led and conducted by the United Nations. Some delegations were of the view that operations authorized under Chapter VII of the Charter could be led and conducted by regional organizations or multinational coalitions rather than the United Nations. Many delegations recalled that Chapter VIII of the Charter permits regional arrangements and agencies to undertake enforcement actions only under the authority of the Security Council.

18. Some delegations stressed the need to ensure the unity of command of peace-keeping operations at all times and at all levels. They further stressed that, as a matter of principle, the overall political direction and control of United Nations-mandated peace-keeping operations devolved upon the Security Council. They also recalled that operational control of such operations was the responsibility of the Secretary-General, acting through his special representative and the force commander. They further considered that, in the event the Security Council decided on other arrangements regarding operational control of a United Nations-mandated operation in the future, it should be understood as a delegation of authority that would not in any way impinge upon or derogate from its primary responsibility under the Charter for the maintenance of international peace and security.

19. Several delegations expressed their view that sufficient administrative and financial authority should be delegated to the special representative of the Secretary-General, the force commander or the head of mission, to ensure the effective management of peace-keeping missions. Some delegations also called for a further streamlining of United Nations procurement procedures to facilitate the smooth functioning of operations. The view was expressed that in order to meet the complex and challenging operational mechanism, the force commander, the deputy force commander and other staff appointments must be decided at an early stage, with the concurrence of the concerned parties, and that they should determine the operational aims and objectives as well as supervise the deployment of troops.

20. Many delegations considered the establishment of the United Nations logistics base at Brindisi a constructive step towards improving the Organization's management of peace-keeping matériel. They welcomed the creation of a new depot for medical supplies in Oslo, which would be established and operated on a no-cost basis for the United Nations during the first five years. It was also suggested that the Secretary-General should look into the possibility of establishing additional depots, perhaps on a regional basis. Several delegations stated that those depots and their contents should be adequately funded and maintained. Some delegations saw a need for the identification of a logistics concept that could ensure the cost-effective handling of equipment and matériel by the United Nations.

21. Many delegations stressed the importance of adequate training of peace-keeping personnel, as well as the standardization of national peace-keeping training programmes. Several delegations welcomed in particular the efforts of the Organization's training assistance teams in working with Member States to develop national training programmes and national instructors for peace-keeping operations. Many delegations called for a strengthening of links between the Secretariat and national peace-keeping training institutions, and some

delegations expressed their view that improved coordination in the training of civilian and military peace-keeping personnel was needed. Some delegations also spoke in favour of greater pre-mission training for field headquarters staff.

22. Several delegations noted the growing importance of civilian police in United Nations operations and expressed the view that the Organization should further strengthen its ability to plan for, deploy and manage the civilian police component of peace-keeping operations, in part by ensuring that civilian police officers had the necessary experience and skills before they were deployed on United Nations operations. The view was also expressed that civilian police officers should be geographically and culturally suited to the local population in conflict areas.

23. Many delegations encouraged the Secretary-General to complete the elaboration of a code of conduct for United Nations peace-keeping personnel.

24. Several delegations expressed the view that an effective public information capacity was a requirement of successful peace-keeping, that the Organization should ensure that local populations were aware of the nature and purpose of United Nations operations. They considered that the public information component of a peace-keeping operation should be developed in close coordination with the operation's field headquarters and treated as an integral part of the overall mission.

25. Several delegations called for the enhancement of the Organization's early warning and preventive diplomacy capabilities, and emphasized the importance of ensuring the smooth termination of peace-keeping operations and the need to ensure a smoother transition from peace-keeping to peace-building in order to prevent the re-emergence of conflicts. In view of the need for a more integrated approach towards peace-keeping and peace-building, several delegations expressed the opinion that the Special Committee, in its proposals, recommendations and conclusions, should be in a position to make a positive reference to this aspect and to the ongoing work in the related Sub-Group on Post-Conflict Peace-building of the Informal Open-ended Working Group on an Agenda for Peace.

26. Some delegations felt that peace-keeping should be understood as part of a broader framework for the maintenance of international peace and security. In their view, that framework must include measures designed to address the root causes of conflict. They stressed that there could be no lasting peace and no solid basis for security unless an attempt was made to resolve the perennial problems of poverty and inequality, which often erupted in violence.

27. Several delegations encouraged the Secretariat to work towards enhancing the safety and security of United Nations peace-keeping personnel. The view was also expressed that snipers and mines pose a particular danger to those personnel. Several delegations called on Member States to ratify the Convention on the Safety of United Nations and Associated Personnel adopted by the General Assembly in its resolution 49/59 of 9 December 1994.

28. Many delegations favoured expanding the membership of the Special Committee. Some expressed the position that the Committee should be open-ended,

while others suggested a more limited expansion. While not opposing the recommendation on expansion found in Section II of the present report, one delegation wished to reiterate that its position in favour of an open-ended Special Committee was based on the principles of universality, equality, transparency and democracy, which lay at the very foundation of the United Nations.

III. PROPOSALS, RECOMMENDATIONS AND CONCLUSIONS

A. Introduction

29. The Special Committee on Peace-keeping Operations recognizes the important role played by peace-keeping operations in maintaining international peace and security. It draws attention in this regard to the debate at the Special Commemorative Meeting of the General Assembly on the Occasion of the Fiftieth Anniversary of the United Nations and to the Declaration adopted at that meeting (resolution 50/6 of 24 October 1995).

30. The Special Committee notes that it conducted its comprehensive review of peace-keeping operations in the context of a recent decrease in the establishment of new operations and a decline in the number of peace-keepers deployed. It observes that these developments result from a number of factors. The Special Committee considers it essential for the United Nations to be able to respond to threats to international peace and security, including through mounting future peace-keeping operations when necessary.

31. The Special Committee further observes that these developments provide an opportunity for the Organization to put the Department of Peace-keeping Operations on a more stable footing, to enhance its efficiency, to implement the recommendations of the Special Committee and to respond to relevant lessons learned from recent experience. In this connection it emphasizes that account should be taken of the fact that some peace-keeping operations are mandated to perform a variety of tasks.

32. The Special Committee believes that while peace-keeping is one of the key instruments available to the United Nations to resolve conflicts and to maintain international peace and security, it is, however, not a preferred method of containing conflicts but is used to prevent conflict situations from escalating while ways to resolve the conflict peacefully are being pursued. Every effort should therefore be made to seek the early resolution of conflicts. The Special Committee attaches great importance to the prevention of conflicts, in part so as to avoid the need for new peace-keeping operations, and to the pacific settlement of disputes by the parties concerned through negotiation, inquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or arrangements, or other peaceful means of their own choice in accordance with Chapter VI of the Charter. The Special Committee believes that the United Nations can and should explore ways to do more in this regard. It notes that the use of preventive deployment in a particular case is a factor contributing to the maintenance of peace and security.

33. The Special Committee takes note of the ongoing work of the Informal Open-ended Working Group on An Agenda for Peace on the issues of preventive diplomacy, peacemaking, sanctions, coordination and post-conflict peace-building.

34. The Special Committee stresses the importance of the consistent application of the principles and standards it has set forth for the establishment and conduct of peace-keeping operations, and also emphasizes the need to continue to consider those principles, as well as peace-keeping definitions, in a systematic fashion and in the light of the lessons learned from peace-keeping operations.

B. Guiding principles, definitions and implementation of mandates

35. The Special Committee stresses that peace-keeping operations should strictly observe the principles and purposes enshrined in the Charter of the United Nations. It emphasizes that respect for the principles of sovereignty, territorial integrity and political independence of States and non-intervention in matters that are essentially within the domestic jurisdiction of any State is crucial to common efforts, including peace-keeping operations, to promote international peace and security.

36. The Special Committee also emphasizes that all the provisions of Articles 100 and 101 of the Charter should be fully observed in the management and conduct of peace-keeping operations.

37. The Special Committee believes that respect for basic principles of peace-keeping, such as the consent of the parties, impartiality and the non-use of force except in self-defence, are essential to its success.

38. The Special Committee stresses the importance of peace-keeping operations being provided with clearly defined mandates, objectives, command structures and secure financing in support of efforts to achieve peaceful solutions to conflicts.

39. The Special Committee also stresses the importance of ensuring that, in the formulation and implementation of peace-keeping mandates, there be congruence between mandates, resources and objectives. It emphasizes that, in cases where an existing peace-keeping operation is given additional mandates, the resources necessary for the implementation of those mandates should also be made available to the peace-keeping operation.

40. The Special Committee stresses the need to ensure the unity of command of United Nations peace-keeping operations. It recalls that the overall political direction and control of United Nations-mandated peace-keeping operations devolves upon the Security Council. It also recalls that the execution of United Nations peace-keeping is the responsibility of the Secretary-General.

41. The Special Committee emphasizes that full consideration should be given to all offers made by Member States to participate in peace-keeping operations.

C. Consultation

42. The Special Committee, stressing that consultations between troop contributors and the Security Council are essential, welcomes the arrangements for consultation and exchange of information with troop-contributing countries as set out in the statement of the President of the Security Council on 28 March 1996 (S/PRST/1996/13), noting that those procedures strengthen the arrangements set out in the statement of the President of the Security Council on 4 November 1994 (S/PRST/1994/62). It commends those Member States which took the initiative that resulted in the statement of 28 March 1996, as well as the Security Council for having held open debates on consultations and on other peace-keeping issues, and encourages the Council to continue that practice.

43. The Special Committee notes in particular the statement that the President of the Security Council will chair consultations with troop contributors and will report to the Council on the views expressed by troop contributors at each meeting. It also welcomes the statement that those meetings will be held as soon as practicable and in good time before the Council takes decisions on the existing mandate of an operation, as well as the statement that, when the Council considers establishing a new peace-keeping operation, meetings will be held with any prospective troop contributors who have already been approached by the Secretariat. It encourages both the Security Council and troop-contributing countries to make full use of the new procedures.

44. The Special Committee further welcomes the President's statement that the arrangements described in the 28 March statement are not exhaustive and will be kept under review, and that the Council stands ready to consider further measures and new mechanisms in the light of experience. It notes that the arrangements do not preclude consultations in a variety of forms, including, as appropriate, with other countries especially affected, for example, countries from the region concerned.

D. Enhancing the capacity of the United Nations for peace-keeping

1. Planning, organization and effectiveness

45. The Special Committee encourages the continuing efforts of the Secretary-General to improve the structure and capacity for successfully planning and managing peace-keeping operations, both at Headquarters and in the field, bearing in mind the need to give due regard, inter alia, to the principle of equitable geographical representation, and equitable gender representation as provided for in General Assembly resolution 49/167 of 23 December 1994.

46. The Special Committee welcomes the progress that has been made in implementing the recommendations in its report (A/50/230). It notes the Secretariat's view that recent reductions in the resources allocated would affect the functioning of some units of the Department of Peace-keeping Operations but would not undermine its structural integrity.

47. The Special Committee notes the growing imbalance within the Department of Peace-keeping Operations between posts financed from the regular budget and the

support account for peace-keeping, and the number of military officers on loan. It further notes that the use of loaned personnel should be temporary and urges the Secretary-General and the competent bodies of the General Assembly to take steps to correct this imbalance by providing for United Nations financing of posts at present occupied by officers on loan and by recruitment for those posts in accordance with established procedures. In this regard it stresses the view that the planning function of the Department's activities should receive regular and predictable financing. The Special Committee notes the significant work accomplished by personnel provided by some Member States on loan to the Organization, including in specialized areas essential to support of peace-keeping operations. It requests the Secretary-General to make every effort to ensure that the recruitment and use of loaned personnel is consistent with the requirements of Articles 100 and 101 of the Charter, including that due regard be paid to wide geographical representation.

48. The Special Committee recalls that, in its resolution 48/226 C of 29 July 1994, the General Assembly requested the Secretary-General to submit a detailed report on various aspects related to the provision of personnel by Member States on loan to the Department of Peace-keeping Operations. The Special Committee intends to address the issues raised by this question once the Secretary-General has presented his report as called for by the Assembly.

49. The Special Committee notes that, in the past, the Department has published various guidelines for the provision of military observers, civilian police and military contingents for peace-keeping operations. In this regard, the Special Committee urges the Secretariat to provide similar guidelines for the provision of specialists.

50. The Special Committee notes with appreciation that the Lessons Learned Unit of the Department of Peace-keeping Operations has embarked upon a work programme and undertaken important work. In view of the importance of the Unit, the Special Committee urges the Secretary-General to seek regular, predictable financing for the Unit and to keep the Special Committee informed of its activities. The Special Committee considers it important that the work of the Unit be distributed to Member States and to the Special Committee for its consideration. In this connection the Special Committee urges the Secretariat to provide the already completed studies of the Lessons Learned Unit in all the official languages of the United Nations as soon as possible and in future to provide its studies in all the official languages in a timely fashion.

51. The Special Committee stresses again the need further to enhance, as necessary, cooperation between peace-keeping operations and other related United Nations activities and requests the Secretary-General to continue to look into ways and means of ensuring cooperation with other agencies of the United Nations system. The Special Committee calls on the Secretary-General to intensify his efforts to provide a more coordinated approach between the two units of the Department of Humanitarian Affairs and the Department of Peace-keeping Operations responsible for demining operations under United Nations auspices and involved in coordination with non-United Nations demining agencies, so as to avoid duplication of effort.

52. The Special Committee notes that the establishment of an adequate inventory and asset control system is crucial to the effective logistic support of peace-keeping operations and welcomes the Secretary-General's intention to implement such a system. It also encourages the Secretariat to ensure cost-effective and viable handling of United Nations peace-keeping equipment and matériel.

53. The Special Committee underlines the importance of efficient, responsive and transparent procurement procedures for peace-keeping operations and, in particular, the need to document adequately in writing, the reasons for seeking exceptions from the rule of open, international competitive bidding, bearing in mind the importance to do so without unnecessary bureaucratic procedures and delays.

54. The Special Committee reaffirms the importance of an effective public information capacity, appropriate to the size of the operation, as an integral part of peace-keeping operations, and addressed primarily to the local population in order to spread awareness of the nature and purposes of the operation.

2. Safety and security

55. The Special Committee expresses its grave concern at all attacks and acts of violence against United Nations peace-keeping and associated personnel. It welcomes the adoption of General Assembly resolution 49/59 on this question and on measures to ensure that those responsible for such attacks are brought to justice. It notes that there is a growing number of signatories to the Convention annexed to that resolution and calls upon Member States that have not yet done so to ratify the Convention so as to ensure its early entry into force.

56. The Special Committee urges the Secretariat to intensify further its efforts to provide an adequate level of protection and safety for peace-keepers and to consider measures that could be taken to prevent attacks of all kinds, including those by snipers, against both United Nations personnel and civilians. It emphasizes that safety and security constitute integral elements of the planning of peace-keeping operations.

3. Training

57. The Special Committee, while reaffirming that the training of personnel for peace-keeping operations is essentially the responsibility of Member States, affirms that the United Nations has an important role to play in coordinating such training activity, in establishing basic guidelines and performance standards and in providing advisory services and descriptive materials.

58. The Special Committee welcomes the progress that has been made in implementing the recommendations in its report (A/50/230), in particular the increased deployment of training assistance teams and instructors, and the training of both field and Headquarters personnel. The Special Committee encourages the Secretary-General to expand further the use of training

assistance teams and to continue holding regional training workshops and developing regional pools of instructors.

59. The Special Committee encourages the Secretary-General to continue his efforts to share training information among national and regional training institutions and the Secretariat. The Special Committee welcomes the development of peace-keeping training modules for national staff colleges as well as for the United Nations staff college, and requests the Secretary-General to examine the feasibility of devising standardized peace-keeping training modules for senior personnel.

60. The Special Committee takes note of the progress made in elaborating a code of conduct for United Nations peace-keeping personnel, consistent with applicable international humanitarian law, and urges its early completion.

61. The Special Committee stresses the importance for all Member States to derive the utmost benefit from the Secretariat's work in the area of training and urges the Secretariat to respect the principle of multilingualism in all its training activities, notably those listed above. It further requests that, where practicable, the linguistic composition of peace-keeping operations be taken into account in the provision of manuals and handbooks for field personnel in languages other than the official languages of the United Nations.

4. Civilian police

62. The Special Committee notes that the use of civilian police in United Nations peace-keeping operations continues to increase, welcomes the progress made in the past year to strengthen the Civilian Police Unit within the Department of Peace-keeping Operations and urges the Secretary-General to strengthen the Unit further. The Committee also welcomes the development of educational materials to assist Member States in training civilian police and the use of selection assistance teams to assist in selecting civilian police for duty in peace-keeping operations.

63. The Special Committee encourages the Secretariat to intensify its efforts to identify particular police skills requirements for peace-keeping operations, to coordinate national civilian training programmes for peace-keeping operations and to take differences in national rank levels into account in its operational planning. It underscores in this connection that all civilian police involved in United Nations operations should have the necessary knowledge, skills and experience to perform their duties effectively.

64. The Special Committee encourages Member States to include police elements among those units they identify in standby arrangements with the United Nations, including such information as type of police corps, rank and training. It also welcomes the Secretariat's intention to include a civilian police staff element in its development of a rapidly deployable headquarters capacity.

65. The Special Committee recommends that particular attention should be given in status-of-forces agreements with host countries to the safety and security of civilian police officers.

5. Rapid deployment and standby arrangements

66. The Special Committee reiterates its concern over the length of time taken to deploy peace-keeping operations after the establishment of mandates by the Security Council. It urges the Secretariat to continue to improve the Organization's ability to deploy a peace-keeping operation quickly when the situation so requires.

67. In this regard, the Special Committee welcomes the Secretariat's efforts to develop further and improve the system of standby arrangements, and encourages it to continue to brief Member States periodically on developments. The Special Committee takes note of the lack of certain specialized units in standby arrangements and invites Member States to consider participating in such areas as headquarters support, sea/airlift provision, communications personnel, engineers, logistics and medical staff.

68. The Special Committee encourages Member States to provide information on the period of time required for the deployment of standby forces.

69. The Special Committee requests the Secretariat to keep Member States informed with regard to the development and composition of a rapidly deployable headquarters team, following the recommendation made in its report (A/50/230).

70. The Special Committee notes that, owing to their own resource constraints, some troop contributors from the developing world are not always in a position to equip their troops adequately for peace-keeping operations, and reiterates its request that the Secretary-General consider ways and means to address the problem. In this regard the Special Committee welcomes the creation of partnerships between Governments that require equipment and those willing to provide it.

6. Finances

71. The Special Committee is of the view that adequate financial resources and support are crucial to the effectiveness of United Nations peace-keeping operations and reaffirms that the expenses of peace-keeping operations are expenses of the Organization to be borne by Member States in accordance with the relevant provisions of the Charter of the United Nations. The Special Committee recalls the fact that in order to meet the expenditures of peace-keeping operations a different procedure is required from that applied to meet expenditures of the regular budget of the United Nations. In this context, the Special Committee takes into account the fact that the economically more developed countries are in a position to make relatively larger contributions to peace-keeping operations and that the economically less developed countries have a relatively limited capacity to contribute in this regard, and it bears in mind the special responsibility of the States permanent members of the Security Council, as indicated in General Assembly resolution 1874 (S-IV) of 27 June 1963.

72. The Special Committee stresses that Member States' contributions must be paid in full and on time so as not to undermine the effectiveness of United

Nations peace-keeping operations, and reaffirms the obligation of Member States under Article 17 of the Charter to bear the expenses of the Organization as apportioned by the General Assembly.

73. The Special Committee believes that further reforms are necessary to ensure that the Department of Peace-keeping Operations has a predictable and stable financial base. It welcomes the efforts of the Secretary-General and the action taken by the General Assembly to reform the budgetary procedures and methods of managing and providing logistic support for peace-keeping operations. The Special Committee welcomes in particular General Assembly resolution 50/222 of 11 April 1996 reforming the methodology and procedures for determining reimbursements to troop-contributing countries for contingent-owned equipment. It urges the Secretariat to implement in full all the recommendations approved by the General Assembly in that regard in resolution 50/222 and to inform Member States by 30 May 1996 of the new procedures as called for in that resolution.

74. The Special Committee expresses concern over protracted delays in the reimbursement of troop contributors, including delays in the processing of claims for troops and equipment provided by Member States to operations whose mandates have been completed. It urges the Secretary-General to accord high priority to the early settlement of all pending claims and to ensure that all reimbursement takes place in a timely fashion, inter alia, through the provision of an adequate level of personnel to those units of the Secretariat dealing with these issues.

75. The Special Committee notes the report of the Secretary-General (A/49/906) on possible revisions to the current arrangements for death and disability benefits and encourages the competent bodies of the General Assembly to arrive at an early decision on this matter. It welcomes Assembly resolution 50/223 of 11 April 1996, in which it reaffirms the principles outlined in resolution 49/233 and requests the Secretary-General to examine the possibility of a commercial insurance scheme to cover all troops and to report to the Assembly thereon by 15 July 1996.

76. Further to paragraph 87 of its report (A/50/230), the Special Committee encourages the competent bodies of the General Assembly to consider next steps in improving the mechanisms for the start-up financing of new operations, in particular the issue of the partial assessment of the commitment authority granted by the Assembly for the start-up or expansion of new peace-keeping operations.

77. The Special Committee notes the proposal of the Secretary-General to regularize the financing of the logistics base at Brindisi and requests the competent bodies of the General Assembly to examine this proposal further.

7. Cooperation with regional arrangements

78. Bearing in mind the primacy of the United Nations in the maintenance of international peace and security, the Special Committee reaffirms the important contribution that regional arrangements and agencies can make in this regard, in

accordance with Chapter VIII of the Charter, including, where appropriate, to peace-keeping.

79. The Special Committee encourages the strengthening of cooperation between the United Nations and regional arrangements, within their respective mandates, scope and composition, to enhance the capabilities of the international community in the maintenance of international peace and security, appreciates the possibility of practical realization of such cooperation at the regional and subregional level and also encourages the Secretary-General to take concrete steps to that end. The Committee notes in this context the framework for cooperation between the Secretariat and the Organization for Security and Cooperation in Europe (OSCE) and recalls the adoption by the General Assembly of the Declaration on the Enhancement of Cooperation between the United Nations and Regional Arrangements or Agencies in the Maintenance of International Peace and Security (resolution 49/57, annex).

80. The Special Committee also recognizes the importance of the cooperation between the United Nations and the Organization of African Unity (OAU), and the need to enhance the mechanisms for such cooperation. In this context it notes the report of the Secretary-General on improving preparedness for conflict prevention and peace-keeping in Africa (A/50/711-S/1995/911), and the recommendations contained therein, which should be considered further in consultation with OAU.

81. The Special Committee also encourages the Secretary-General to continue to work, in consultation with OAU and its member States, to reinforce African capacity to participate in peace-keeping, notably through technical assistance and the training of personnel, logistical support and mobilization of financial assistance.

82. The Special Committee encourages the Secretary-General to continue his meetings on cooperation between the United Nations and regional organizations and arrangements and other intergovernmental organizations, to continue to discuss cooperation in the field of peace-keeping in such meetings and to report on those meetings to Member States.

E. Membership of the Special Committee

83. The Special Committee notes the wide support for expanding the membership of the Committee, bearing in mind the need to enhance its effectiveness and preserve its efficiency and considering the contribution that all members of the Organization make to peace-keeping.

84. The Special Committee recommends that the membership of the Special Committee be expanded and that those Member States which are past or present personnel contributors to United Nations peace-keeping operations and those which are observers at the 1996 session of the Special Committee should, upon request in writing to the Chairman of the Committee, become members at its 1997 session.

85. The Special Committee further recommends that those Member States which become personnel contributors to United Nations peace-keeping operations in years to come or in the future participate in the Special Committee for three consecutive years as observers should, upon request in writing to the Chairman of the Committee, become members at the following session of the Committee.

ANNEX I

Composition of the Special Committee on Peace-keeping Operations

In accordance with General Assembly resolutions 2006 (XIX) of 18 February 1965 and 43/59 B of 6 December 1988, the Special Committee is composed of the following Member States: Afghanistan, Algeria, Argentina, Australia, Austria, Canada, China, Denmark, Egypt, El Salvador, Ethiopia, France, Germany, Guatemala, Hungary, India, Iraq, Italy, Japan, Mauritania, Mexico, Netherlands, Nigeria, Pakistan, Poland, Romania, Russian Federation, Sierra Leone, Spain, Thailand, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela and Yugoslavia. a/

Notes

a/ General Assembly resolution 47/1 applies.

ANNEX II

List of observers

The Committee received requests for observer status from the Permanent Missions to the United Nations of Armenia, Azerbaijan, Bangladesh, Belarus, Belgium, Brazil, Bulgaria, the Central African Republic, Chile, Colombia, the Congo, Côte d'Ivoire, Croatia, Cuba, Cyprus, the Czech Republic, Ecuador, Finland, Georgia, Ghana, Greece, Indonesia, the Islamic Republic of Iran, Ireland, Jamaica, Jordan, Kazakstan, Kenya, Kuwait, Kyrgyzstan, the Lao People's Democratic Republic, Lebanon, the Libyan Arab Jamahiriya, Lithuania, Luxembourg, Malaysia, Morocco, Namibia, Nepal, New Zealand, Norway, Peru, the Philippines, Portugal, the Republic of Korea, Slovakia, South Africa, Sweden, the Syrian Arab Republic, Tunisia, Turkey, Uganda, Ukraine, Uruguay, Viet Nam and Zimbabwe.

The Committee also received similar requests from the Permanent Observer to the United Nations of Switzerland and from the delegation of the European Commission to the United Nations.

The Committee took note of the requests and welcomed their participation in the meetings of the Committee and its Open-ended Working Group as observers.

ANNEX III

Past and present personnel contributors to United Nations peace-keeping operations, by Regional Group

Africa

Algeria
Benin
Botswana
Cameroon
Cape Verde
Chad
Congo
Djibouti
Egypt
Ethiopia
Ghana
Guinea
Guinea-Bissau
Kenya
Liberia
Mali
Malawi
Morocco
Namibia
Niger
Nigeria
Senegal
Sierra Leone
Sudan
Togo
Tunisia
United Republic of Tanzania
Zambia
Zimbabwe

Asia

Afghanistan
Bangladesh
Burma (now Myanmar)
Brunei Darussalam
Ceylon (now Sri Lanka)
China
Fiji
India
Indonesia
Iran (Islamic Republic of)
Japan
Jordan
Kuwait
Malaysia
Nepal
Pakistan
Philippines
Republic of Korea
Saudi Arabia
Singapore
Thailand
Turkey

Eastern Europe

Albania
Bulgaria
Czech Republic
Estonia
Hungary
Lithuania
Poland
Romania
Russian Federation
Slovakia
Ukraine
Yugoslavia

Latin America and the Caribbean

Antigua and Barbuda
Argentina
Bahamas
Barbados
Belize
Bolivia
Brazil
Chile
Colombia
Costa Rica
Cuba
Ecuador
El Salvador
Guatemala
Guyana
Honduras
Jamaica
Mexico
Panama
Peru
Saint Kitts and Nevis
Saint Lucia
Suriname
Trinidad and Tobago
Uruguay
Venezuela

Western Europe and others

Australia
Austria
Belgium
Canada
Denmark
Finland
France
Germany
Greece
Ireland
Italy
Luxembourg
Netherlands
New Zealand
Norway
Portugal
Spain
Sweden
United Kingdom of Great Britain and Northern Ireland
United States of America

Non-member States

Switzerland

UNITED NATIONS **A**

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Items 14, 21, 33, 66, 71 and 98
of the preliminary list*

REPORT OF THE INTERNATIONAL ATOMIC ENERGY AGENCY

STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL ECONOMIC ASSISTANCE

THE SITUATION IN THE MIDDLE EAST

IMPLEMENTATION OF THE COMPREHENSIVE NUCLEAR-TEST-BAN TREATY

GENERAL AND COMPLETE DISARMAMENT

ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

Letter dated 7 May 1996 from the Permanent Representatives of France and the Russian Federation to the United Nations addressed to the Secretary-General

As representatives of the States that jointly chaired the Summit on Nuclear Safety and Security, held in Moscow on 19 and 20 April 1996, we have the honour to transmit to you herewith the texts of the Moscow Summit Declaration on Nuclear Safety and Security (see annex I), the Programme for Preventing and Combating Illicit Trafficking in Nuclear Material (see annex II), a statement on the Comprehensive Nuclear-Test-Ban Treaty (see annex III), a statement on Ukraine (see annex IV) and a statement by participants in the Moscow Summit concerning Lebanon and the peace process (see annex V).

* A/51/50.

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We should be grateful if you would have this letter and its annexes circulated as a document of the General Assembly under items 14, 21, 33, 66, 71 and 98 of the preliminary list.

(Signed) Alain DEJAMMET
Ambassador
Permanent Representative
of France to the United Nations

(Signed) Sergey LAVROV
Ambassador
Permanent Representative
of the Russian Federation
to the United Nations

ANNEX I

[Original: English, French and Russian]

Moscow Summit Declaration on Nuclear Safety and Security

1. The end of the cold war and the political economic reforms in Russia have opened a new era in our relationship and have provided the international community with real possibilities for cooperation in the fields of nuclear safety and security. The Moscow meeting is an important step in the achievement of these objectives. We are determined, at this summit and beyond, to work together to ensure the safety of nuclear power and to promote greater security for nuclear materials.

2. We are committed to giving absolute priority to safety in the use of nuclear energy. As we approach the tenth anniversary of the Chernobyl accident, it is our shared objective that such a catastrophe cannot recur.

We are ready to cooperate among ourselves so that the use of nuclear energy is conducted all over the world in accordance with fundamental principles of nuclear safety. Further, we are committed to measures that will enable nuclear power, already a significant contributor to electricity supply in those countries choosing to use it, to continue in the next century to play an important role in meeting future world energy demand in accordance with the goal of sustainable development agreed at the Rio Conference in 1992.

We recognize the importance of openness and transparency to obtain public trust, which is a key factor for the use of nuclear energy.

3. The security of all nuclear material is an essential part of the responsible and peaceful use of nuclear energy. In particular, the safe management of fissile material, including material resulting from the dismantling of nuclear weapons, is imperative, not least as a safeguard against any risk of illicit trafficking in nuclear materials.

4. In the spirit of the decisions adopted during the New York conference of May 1995 on review and extension of the Non-Proliferation Treaty (NPT), including the decision on principles and objectives for nuclear non-proliferation and disarmament, we will increase our cooperation in the field of nuclear non-proliferation and disarmament by promoting universal adherence to the NPT, working vigorously to strengthen the International Atomic Energy Agency (IAEA) safeguards system and through effective and responsible export control measures. We are issuing a separate text on a Comprehensive Nuclear-Test-Ban Treaty (CTBT). We renew our commitment to the immediate commencement and early conclusion of negotiations on a non-discriminatory and universally applicable convention banning the production of fissile material for nuclear weapons or other nuclear explosive devices.

Nuclear safety

5. Recognizing that the prime responsibility for nuclear safety rests with national Governments, it is of primary importance to continue to enhance international collaborative efforts to promote a high level of nuclear safety world wide.

Safety of civilian nuclear reactors

6. Nuclear safety has to prevail over all other considerations. We reaffirm our commitment to the highest internationally recognized safety level for the siting, design, construction, operation and regulation of nuclear power installations.

7. The promotion of an effective nuclear safety culture in each country with nuclear installations is essential to that end.

8. Sustainable nuclear safety also requires a supportive economic and legal environment in which both operators and national regulatory bodies can fully assume their independent responsibilities.

9. Nuclear safety can also be enhanced by greater international transparency in nuclear power activities, in particular by means of peer reviews, and this should lead to existing reactors that do not meet current safety requirements being brought to an acceptable level of safety or ceasing operation.

10. The adoption of the Convention on Nuclear Safety, which reaffirms these fundamental safety principles, is a major accomplishment in this field. We urge all countries to sign this Convention and to complete internal procedures to join so that the Convention can be brought into force expeditiously certainly before the end of 1996.

11. National efforts have been made in the countries of Central and Eastern Europe and the newly independent States to improve nuclear safety levels, often in cooperation with multilateral and bilateral programmes. In this regard, we acknowledge these important efforts to upgrade reactor safety and improve safety culture, but note that further substantial progress is still required. We reaffirm our commitment to cooperate fully to achieve this.

Nuclear liability

12. An effective nuclear liability regime must assure adequate compensation to victims of and for damage caused by nuclear accidents. In addition, to secure the degree of private sector involvement needed to undertake vital safety improvements, the regime should at the same time protect industrial suppliers from unwarranted legal action.

13. The essential principles in this area are the exclusive and strict liability of the operator of the nuclear installations and ensuring needed financial security for adequate compensation.

14. It is essential that countries with nuclear installations that have not yet done so establish an effective regime for liability for nuclear damage corresponding to these principles.

15. It is important to work together to enhance the international regime of liability for nuclear damage with a view to ensuring that it will attract wide adherence and accommodate any State which may wish to become a party. We encourage the experts to make further progress to this end. In this connection, the reinforcement of regional cooperation is welcomed.

Energy sector strategies in countries in transition

16. Efficient market-oriented strategies for energy sector reform are essential to promote nuclear safety. This will generate adequate resources for investment in safety upgrades and maintenance, and encourage energy conservation. All countries in transition should pursue such market-oriented reforms and investment strategies based upon least-cost planning, giving due regard to nuclear safety and environmental criteria, and to energy efficiency and conservation.

17. The international financial institutions have played a leading role in developing market-oriented energy sector reforms and investment plans. Their continued involvement and support is critical to ensure further progress.

Nuclear waste management

International convention

18. National authorities must ensure that radioactive waste is managed safely and that provisions are made for its proper handling, storage and ultimate disposal. These are essential elements for any nuclear energy programme.

19. The development of the convention on the safety of radioactive waste management, based on these principles, is of paramount importance. We call on all countries generating nuclear waste with nuclear installations to participate actively in the preparation of this convention under the auspices of the IAEA and to encourage its effective finalization and prompt adoption.

Ocean dumping

20. We commit ourselves to ban dumping at sea of radioactive waste and encourage all States to adhere at an earliest possible date to the 1993 amendment of the London Convention.

Nuclear material security

Programme for Preventing and Combating Illicit Trafficking in Nuclear Material

21. Illicit trafficking of nuclear material is a public safety and non-proliferation concern. We recognized the importance of this issue at our meetings in Naples and Halifax. As risks continue to exist, we have agreed on,

and released, a programme for preventing and combating illicit trafficking in nuclear material to ensure increased cooperation among our Governments in all aspects of prevention, detection, exchange of information, investigation and prosecution in cases of illicit nuclear trafficking.

We call on other Governments to join us in implementing this programme.

Nuclear material accounting and control and physical protection

22. We reaffirm the fundamental responsibility of nations to ensure the security of all nuclear materials in their possession and the need to ensure that they are subject to effective systems of nuclear material accounting and control and physical protection. These systems should include regulations, licensing and inspections. We express our support for the IAEA safeguards regime, which plays a critical role in providing assurance against the diversion of nuclear material going undetected. We underline the need for the urgent strengthening of IAEA capabilities to detect undeclared nuclear activities. We note that these measures are also conducive to preventing illicit trafficking of nuclear material.

23. We recognize the importance of continually improving systems and technologies for controlling and protecting nuclear materials. We urge nations to cooperate bilaterally, multilaterally and through the IAEA to ensure that the national systems for controlling nuclear materials remain effective. We are encouraged by the wide array of cooperative projects under way in this field under bilateral and multilateral auspices and pledge to sustain and increase these efforts.

24. We urge ratification by all States of the Convention on the Physical Protection of Nuclear Material and encourage the application of the IAEA recommendations on the physical protection of nuclear material.

25. We pledge our support for efforts to ensure that all sensitive nuclear material (separated plutonium and highly enriched uranium) designated as not intended for use for meeting defence requirements is safely stored, protected and placed under IAEA safeguards (in the nuclear-weapon States, under the relevant voluntary offer IAEA safeguards agreements) as soon as it is practicable to do so.

Safe and effective management of weapons fissile material designated as no longer required for defence purposes

26. Major steps have been taken in recent years towards nuclear disarmament. This has created substantial stocks of fissile material designated as no longer required for defence purposes. It is vital, as mentioned above, that these stockpiles are safely managed and eventually transformed into spent fuel or other forms equally unusable for nuclear weapons and disposed of safely and permanently.

27. The primary responsibility for the safe management of weapons fissile material rests with the nuclear-weapon States themselves, but other States and international organizations are welcome to assist where desired.

28. We welcome the steps that the United States and the Russian Federation have taken to blend highly enriched uranium (HEU) from dismantled nuclear weapons to low-enriched uranium (LEU) for peaceful non-explosive purposes, and the cooperation programmes of Canada, France, Germany, Italy, Japan, the United Kingdom, the United States of America and other States with the Russian Federation for the safe storage, the peaceful uses of fissile material released by the dismantling of nuclear weapons, and their safe and secure transportation for that purpose; we encourage other efforts along these lines.

29. We are determined to identify appropriate strategies for the management of fissile material designated as no longer required for defence purposes. Options include safe and secure long-term storage, vitrification or other methods of permanent disposal, and conversion into mixed-oxide fuel (MOX) for use in nuclear reactors. We have agreed to share relevant experience and expertise to elaborate and implement these strategies. We welcome plans to conduct small-scale technology demonstrations related to these options, including the possibility of establishing pilot projects and plants. We shall convene an international meeting of experts in order to examine available options and identify possible development of international cooperation in the implementation of these national strategies, bearing in mind technical, economic, non-proliferation, environmental and other relevant considerations. The meeting will take place in France by the end of 1996.

30. We recognize the importance of ensuring transparency in the management of highly enriched uranium and plutonium designated as no longer required for defence purposes.

* * *

Background documents on "Nuclear safety", "Nuclear material accounting, control and physical protection" and "Safe and effective management of weapons fissile material designated as no longer required for defence purposes" are being released separately.

ANNEX II

[Original: English, French and Russian]

Programme for Preventing and Combating Illicit Trafficking in Nuclear Material

Illicit trafficking in nuclear material (as defined by article XX of the statute of the International Atomic Energy Agency) continues to pose a global proliferation risk and a potential danger to public health and safety. We have recognized the importance of this issue at our meetings in Naples and Halifax. The criminal diversion of nuclear material could assist States or terrorist groups to bypass the carefully crafted controls of the international nuclear non-proliferation regime and permit them to construct or otherwise acquire a nuclear or radiological weapon. The majority of cases, so far, have involved only small amounts of fissile material or material of little use for weapons purposes, and many apprehended nuclear traffickers have been swindlers or petty thieves. Nevertheless, cases of illicit nuclear trafficking continue to occur. Accordingly, we have concluded that increased cooperation among our Governments to combat illicit trafficking in nuclear material will contribute to increased international security and public safety, and to achievement of global non-proliferation objectives.

International efforts to suppress illicit trafficking in nuclear material should address several fundamental aspects of the problem:

- Safe and secure storage of nuclear material and effective material protection, control and accounting to prevent its diversion;

- Cooperative intelligence, customs and law enforcement efforts to prevent the transportation and sale of diverted material;

- Joint efforts to identify and suppress illicit supply of, and demand for, nuclear material and to deter potential traffickers.

In addition, nuclear material released by the dismantling of nuclear weapons and no longer required for defence purposes must be safely, affordably and effectively stored, protected and controlled, until it can be used for non-explosive purposes or safely and permanently disposed of. This material must also be placed under international safeguards as soon as it is practicable to do so.

The international community's response to these challenges should draw upon and further reinforce the existing instruments and organizations of the nuclear non-proliferation regime. These include universal adherence to the Nuclear Non-Proliferation Treaty and the Principles and Objectives agreed at the 1995 Nuclear Non-Proliferation Treaty Review and Extension Conference, and to the Convention on Physical Protection of Nuclear Material, as well as application of the recommendations on physical protection made by the International Atomic Energy Agency (IAEA) and the Nuclear Suppliers Group (NSG). Cooperation within

the framework of the Zangger Committee and the Nuclear Suppliers Group is important in the fight against illicit trafficking.

The storage and control of nuclear material is, first and foremost, a national responsibility but the international community should support national efforts by providing coordinated assistance, where needed, to ensure that all nuclear material is safely and securely stored and accurately and effectively controlled and accounted for. Cooperative assistance involving IAEA, the European Union or other arrangements should be maintained and adequately funded.

In order to strengthen our collective response to illicit trafficking in nuclear material we will:

- Regular share and promptly disseminate, in accordance with the Convention on Physical Protection of Nuclear Material, information on nuclear theft and smuggling incidents;

- Exchange information on significant incidents in this area, especially if sensitive material is involved, and establish appropriate national points of contact for this purpose;

- Foster enhanced cooperation and coordination among our national intelligence, customs and law enforcement agencies and cooperation with those other concerned countries in order to ensure prompt investigation and successful prosecution in cases of illicit nuclear trafficking;

- Vigilantly discharge our national responsibility to ensure the effective storage, protection, control and accounting of nuclear material in our respective territories;

- Exchange experience and advice among ourselves and make it available to others and support efforts to provide appropriate assistance to ensure safe and effective nuclear material storage, protection, control and accounting;

- Maintain effective national systems of export licensing and control, which are important to deter and prevent illicit trafficking, and encourage and assist other States to do the same;

- Support efforts to define training requirements pertaining to detection of concealed nuclear material, radiation protection, safe handling and transportation of nuclear material and radiation protection, for law enforcement agencies (customs, police) in accordance with their respective tasks and closely coordinate relevant training activities in this area;

- Support the exchange of scientific information and data to permit the identification of the origin, history and route of seized illicit nuclear material;

- Support efforts to ensure that all sensitive nuclear material (separated plutonium and highly enriched uranium) not intended for use in meeting defence requirements is safely and effectively stored and protected and placed under IAEA safeguards (in the nuclear-weapon States, under the relevant "voluntary offer" IAEA safeguards agreements) as soon as it is practicable to do so;

- Work to strengthen the effective application of IAEA safeguards and encourage all States to provide adequate funding for them;

- Seek to identify strategies for the safe, effective and affordable peaceful use of nuclear material no longer required for defence purposes or for its safe permanent disposal;

- Encourage bilateral and other assistance and cooperation arrangements in the above areas and support their appropriate coordination to ensure that they are complementary and mutually reinforcing and to avoid needless duplication of efforts;

- Promote universal adherence to the Nuclear Non-Proliferation Treaty, which remains the fundamental basis for all international efforts to prevent the illicit spread of nuclear material, technology and expertise;

- Contribute to the enhanced treaty review process and implement the Principles and Objectives for Nuclear Non-Proliferation and Disarmament agreed at the 1995 Nuclear Non-Proliferation Treaty Review and Extension Conference;

- Work to promote the immediate commencement and early conclusion of negotiations on a non-discriminatory and universally applicable convention banning the production of fissile material for nuclear weapons or other nuclear explosive devices.

ANNEX III

[Original: English, French and Russian]

Statement on the Comprehensive Nuclear-Test-Ban Treaty

We affirmed our commitment to conclude and sign a Comprehensive Nuclear-Test-Ban Treaty (CTBT) by September 1996. We agreed that a CTBT will be a concrete step towards the achievement of one of the highest priority objectives of the international community in the field of disarmament and non-proliferation, and the fulfilment of the obligations under article VI of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT). We also agreed that the CTBT must prohibit any nuclear-weapon test explosion or any other nuclear explosion. We affirmed that this would constitute a truly comprehensive nuclear-test ban.

In this connection, we recalled the importance of the decision on principles and objectives for nuclear non-proliferation and disarmament adopted on 11 May 1995.

ANNEX IV

[Original: English, French and Russian]

Statement on Ukraine

We met on 20 April 1996 with President Kuchma of Ukraine and together examined a wide range of issues to improve nuclear safety and security. We agreed to continue our bilateral and multilateral cooperation with Ukraine in this field.

President Kuchma announced Ukraine's endorsement of the Programme for Preventing and Combating Illicit Trafficking in Nuclear Material and expressed his willingness to support the objectives and actions described in the Moscow Summit Declaration on Nuclear Safety and Security. President Kuchma also endorsed the statement on the CTBT.

The importance of President Kuchma's decision to close Chernobyl by the year 2000 in accordance with the memorandum of understanding signed on 20 December 1995 with all its provisions was recognized.

The signatories to the memorandum reaffirmed their commitment to its full implementation and will cooperate closely with Ukraine and with international development banks on measures to support Ukraine's decision. For his part, President Kuchma confirmed Ukraine's willingness to cooperate actively and efficiently within the framework of the memorandum.

We also discussed the study that is under way, funded by the European Union, on a renewed sarcophagus for reactor 4 at Chernobyl. This study should be completed as soon as possible this year. We agreed that decisions would need to be taken in the light of the conclusions of the study with the objective of finding a solution to the problem.

ANNEX V

[Original: English, French and Russian]

Statement by participants in the Moscow Summit

We are seriously concerned over the course of events in the Middle East. We urge an immediate cease-fire. Only a political solution can ensure a long-term settlement of the current crisis and allow for a renewed peace process. We fully support efforts that are being made in this direction.

The peoples of Lebanon and Israel must have a chance to live in peace and security. Nobody must be allowed to put up obstacles on this road or impede progress to peace in the entire region.

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NATIONS

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Item 21 of the preliminary list*

STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL ECONOMIC ASSISTANCE

Letter dated 3 May 1996 from the Permanent Representative of Ukraine to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith the text of the address made by H. E. Mr. Leonid Kuchma, President of Ukraine, on the occasion of the tenth anniversary of the Chernobyl catastrophe.

I should be grateful if you would have the text of the present letter and its annex circulated as a document of the General Assembly, under item 21 of the preliminary list.

(Signed) Anatoli M. ZLENKO
Ambassador
Permanent Representative of
Ukraine to the United Nations

* A/51/50.

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ANNEX

Address made by H. E. Mr. Leonid Kuchma, President of Ukraine, on 26 April 1996 on the occasion of the tenth anniversary of the Chernobyl catastrophe

Chernobyl is an intolerable pain and incurable wound of the Ukrainian people, a symbol of the global disaster that knows no distance or borders.

On the tragic day in April 1986, when the most widespread and horrifying technological and ecological catastrophe in the history of mankind took place, we, in fact, began a new count of time.

Chernobyl cannot be referred to in the past tense. It is a longstanding and universal tragedy.

For 10 years we have lived under the bitter Chernobyl star suffering, some of us to a greater, some of us to a lesser extent. And to all of us, at this time, the alarming sound of Chernobyl's bells have been warning about the danger of the uncontrolled atom.

Therefore today, on the International Memorial Day of Chernobyl, we bow in deep sorrow and pay respect to the pure souls of those who, without hesitation, stepped into the nuclear hell, protecting us with their bodies from the unpredictable, saving the Earth.

The world must not and has no right to forget their sacrifice, their great heroic deed for the sake of mankind.

Immeasurable is our gratitude to those who, in order to eliminate the consequences of the nuclear disaster, risking their health, entered the unknown to tame the merciless elements capable of destroying in a matter of hours life on Earth. In Ukraine alone there are 350,000 of them. And numerous representatives of other peoples did the same. Many of them are no longer alive.

Today we also remember those of our compatriots who, within no time, found themselves smothered by the heavy dusk of the ominous Chernobyl shadow that uprooted and drove them from the land of their ancestors, making them face the bitterness of resettlement in new locations.

We express our sincere gratitude to the States, international organizations and tens of thousands of foreign citizens who rendered their support to Ukraine at its time of trial and are assisting us today; to all those who right from the start were aware of what had really happened on 26 April 1986.

This is especially important because from the very beginning the unprecedented disaster was aggravated by lies and misinformation about its causes, scale and consequences.

In fact, Ukraine has become a zone of environmental disaster, which it has had to face all alone after the disintegration of the Soviet Union.

It would not be an exaggeration to state that the Chernobyl disaster has turned into an allegedly "sovereign" private affair of the Ukrainian people.

Facing severe economic problems affiliated with the process of building an independent State and drastically reforming the fundamentals of our life we have to deny ourselves the basics and spend 12 per cent of our State budget to "cure" the Chernobyl "disease" and its consequences.

Within the past four years, more than $3 billion has been released for this purpose, which is five times greater than the total allocations for education, health and culture.

This burden is beyond the capabilities of Ukraine. Besides, it is not known for how long our people will have to carry this heavy cross.

The global character of the disaster requires adequate attention and specific assistance in overcoming its consequences on the part of the international community. What is at stake is not only our destiny, but also the future of mankind.

This is how Ukraine's position was brought to the attention of the leaders of the seven major industrialized countries by the President of Ukraine on 20 April at Moscow.

More than $3 billion will be allocated to implement the political decision of Ukraine to shut down the Chernobyl nuclear power plant and to solve the whole spectrum of related problems.

Moreover, a decision will be adopted on financing the construction of a new sarcophagus by the G-7 countries and by the European community.

What made this possible was, first, Ukraine's political course which, through practical measures, substantially reduced the nuclear pressure on our planet providing for the strengthening of international security.

Secondly, though it is hard to admit, it was the Chernobyl disaster that made the world more sensitive to the troubles of individual countries and made us realize how mutually dependent we are on one another, being a single whole.

Thus, we are now entering the stage at which mutual support, joint efforts and collective wisdom of peoples will become a reliable guarantee that present and future generations will not suffer a similar tragedy.

As has always been the case at the time of hard trials, our people have responded to the Chernobyl disaster with courage and self-sacrifice, endurance and immeasurable patience.

Thanks to you and to all people of good will, life on our planet has been saved. Much has been done, and much more is to be done to make sure that the "shining" sarcophagus, the dead-land zone and the radiation-fertilized soil are not the only symbols of Ukraine that we are going to leave as our legacy.

I believe in our people, in their wisdom, in their inexhaustible potential for life.

I am confident that we will overcome everything while creating a prosperous and thriving Ukraine.

I bow down to you, my dear compatriots, for staying undaunted in the face of disaster, for your will to life and for your confidence in the bright future of our Motherland.